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ABSTRACT

The advent of welfare reform in the United States has provided new challenges in preparing adults to become economically self-sufficient. As one response to this challenge, the National Center for Family Literacy (NCFL) in Louisville, Kentucky began the Family Independence Initiative in 1997 to promote family literacy as one solution for assisting families in reaching self-sufficiency. The NCFL has undertaken a 3-year project to design, establish, and evaluate pilot programs that will be used as models for family literacy programs serving welfare recipients. Working with five pilot family literacy programs, (in Canton, Ohio; McCormick, South Carolina; Fort Wayne, Indiana; Eau Claire, Wisconsin; and Rochester, New York) the NCFL's purpose was to understand the factors that influence programs' capacity to serve welfare recipients and to document the processes programs used in adapting their services. Case studies were conducted on the pilot programs to analyze the ways in which these family literacy programs were working with local welfare offices. In adjusting their services, welfare recipients could continue their participation in family literacy programs while meeting the new requirements Along with an analysis on the five cases, included is a cross-case analysis of the activities that these sites have undertaken in adapting their services to welfare reform requirements. (NKA)

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Delivering Family Literacy in the Context of Welfare Reform: Lessons Learned

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Preface

The advent of welfare reform in this country has provided new challenges in preparing adults to becoming economically self-sufficient. As one response to this challenge, the National Center for Family Literacy (NCFL) in Louisville, Kentucky began the Family Independence Initiative in 1997 to promote family literacy as one solution for assisting families in reaching self-sufficiency. With funding from the John S. and James L. Knight Foundation, the NCFL has undertaken a three-year project to design, establish, and evaluate pilot programs that will be used as models for family literacy programs serving welfare recipients.

During the first year of this project, the Development Phase (1997-1998), the NCFL worked with five family literacy programs that had begun to adapt their services to meet the requirements of welfare reform. The purpose of this phase of activities was to understand the factors that influence programs' capacity to serve welfare recipients and to document the processes programs were using in adapting their services. As part of the Development Phase, the NCFL commissioned Abt Associates Inc. to conduct case studies of the five Development sites. The purpose of the case studies was to analyze the ways in which these family literacy programs were working with local welfare offices and adjusting their services so that welfare recipients could continue their participation in family literacy programs while meeting the new requirements. Presented in this document are case studies of the five Development Sites and a cross-case analysis of the activities that these sites have undertaken in adapting their services to meet the requirements of welfare reform.

Thanks are given to the staff and clients from the Development sites who graciously participated in the site visits that Abt conducted, and to the staff from the NCFL who worked with Abt throughout this phase of the project. The cooperation of all of these individuals was critical to our work in conducting the case studies and in writing this document.

This report was prepared by Judith A. Alamprese, who served as the project's director, and by Janet Voight. Abt undertook this work as part of its subcontract with the National Center for Family Literacy, with funding from the John S. and James L. Knight Foundation.

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PART I: CROSS-CASE ANALYSIS

Introduction

The nation's welfare program for economically disadvantaged families with children changed significantly with the signing of the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 (P.L. 104-193). Title I of the law ended families' entitlement to welfare benefits and replaced the Aid to Families with Dependent Children (AFDC) program, including Job Opportunities and Basic Skills (JOBS) and emergency assistance, with block grants to states under the Temporary Assistance for Needy Families (TANF). Intended to promote work over welfare and self-reliance over dependency, the law provides that states must require able-bodied recipients to participate in work or work-related activities and must impose a five-year lifetime limit on federal assistance. States also must require that adults in families receiving TANF-funded assistance participate in work or work-related activities after receiving assistance for 24 months, or sooner, as defined by the state. If recipients fail to participate, states must at least reduce the families' grant and may choose to terminate the grant entirely (United States General Accounting Office, 1998).

Among the changes resulting from the implementation of the TANF block grant to states have been the amount of time that recipients can participate in education and training programs and the types of training that they can receive from these programs. The spirit underlying the legislation is that recipients' participation in work experience is the critical element in preparing them for sustained employment, rather than their receipt of education or training. This "work first" approach has affected recipients' participation in adult education, particularly those involved in comprehensive family literacy programs that include basic skills, early childhood, parenting education, and parent and child services.

In light of welfare reform and its implications for the delivery of family literacy programs, the National Center for Family Literacy (NCFL) established the Family Independence Initiative in 1997 to promote family literacy as one solution for assisting families in becoming economically independent. With support from the John S. and James L. Knight Foundation, the NCFL has undertaken a three-year project to design, establish, and evaluate pilot programs across the country that will be used as models for family literacy programs serving welfare clients.

During the first year of the project (1997-1998), the Development Phase, the NCFL worked with five family literacy programs that had begun to adapt their services to meet the requirements of welfare reform. The purpose of this phase of the project was to understand the challenges that family literacy face in serving welfare clients and to document the processes programs were using in adapting their services. Based on the findings from this phase of activities, the NCFL began the Pilot Phase in August 1998. In this phase, the NCFL is working with six family literacy programs in further documentation of program adaptations and in assessing client outcomes as a result of their participation in family literacy programs. These activities will continue until July 2000.

As part of the Development Phase, the NCFL commissioned Abt Associates Inc. to conduct case studies of the five Development sites. The purpose of the case studies was to document the ways in which these family literacy programs were working with local welfare offices and in adjusting

their services so that welfare clients could continue their participation in a family literacy program while meeting the new requirements. In conducting the case studies, Abt's research team collected information about the operation of each of the four components of a family literacy program and about the issues that need to be addressed in adapting family literacy services. Presented in this document are the five case studies and an analysis of the lessons learned about the delivery of family literacy services to welfare clients.

Development Sites

Selection Criteria. The NCFL selected five family literacy programs to serve as Development sites in the Family Independence Initiative. Several assumptions guided the NCFL in their selection of these sites. One assumption was that these programs already had begun adapting their programs to address welfare reform requirements, and that they were at different stages of adaptation. By selecting programs that varied in terms of the types of activities they had undertaken related to welfare reform, the NCFL hoped to learn about the range of issues that programs had to address as they worked with local welfare offices in understanding how the regulations affected their clients. For many programs, the adult education component of the family literacy program was the first area of service impacted by welfare requirements. The Development sites were selected, in part, because of their activities in developing additional services to prepare clients for the world of work.

Another consideration in site selection was the fact that states vary in terms of their welfare laws, and NCFL wanted to examine the impact of different state laws on the operation of a family literacy program. Thus sites were chosen from a variety of states, including a state that had implemented early welfare reform (e.g., Wisconsin) and one that was in the process of developing its regulations (e.g., New York). Of particular interest were programs' strategies in working with local welfare offices, which had the responsibility of implementing the state's law.

While the state law and types of services offered by programs were important variables in choosing sites, also of interest were the populations of adults or parents participating in programs. The sites selected varied in terms of their clients' cultural/ ethnic background, their work experience, and their age (with one program serving teen mothers).

A final aspect of service considered in selecting sites was the extent to which family literacy programs were investigating alternative methods for measuring family and individual change. Because programs are adapting the adult education component to include work preparation activities, the traditional measures for determining the changes that occur in adult participants (e.g., increase in basic skills) are not necessarily appropriate for assessing work readiness activities. Thus sites were chosen that were planning to investigate the range of outcomes that might need to be measured as a result of program adaptations.

Site Characteristics. Based on the various selection factors, the NCFL chose the five Demonstration sites that are displayed in Exhibit 1. Three of the programs are administered from local educational agencies, while two are in community-based organizations. All of these

Exhibit 1
Characteristics of Case Study Sites

Program		Organizational Type	Number of Participants	Population Served
Name	Location			
Canton City Schools: Even Start Program	Canton, Ohio	Local Educational Agency	Approximately 20 families	58% White; 37% African-American; 3 % Hispanic; 2% Native American
Family Learning Center	McCormick, South Carolina	Local Educational Agency	Approximately 15 and 27 families, at two sites respectively	93% African-American; 7% White
Families Learning Together	Fort Wayne, Indiana	Community-Based Organization	Approximately 17-19 families	71% African-American; 21% White
Literacy Volunteers of America-Chippewa Valley	Eau Claire, Wisconsin	Community-Based Organization	Approximately 15-32 families	100% Hmong families
Rochester City School District: Family Literacy Program	Rochester, New York	Local Educational Agency	Approximately 20 families	Approximately 60% African-American; 40% White

programs serve from 15 to 20 families, and three have predominantly African-American participants. The Literacy Volunteers of America (LVA)-Chippewa Valley's family literacy program serves a non native-born client population. This site's family literacy participants also were employed, unlike the majority of the participants at the other sites who were preparing for work.

While the adult education provider is the administrative body for the family literacy program in each of these sites, all have multiple organizations as partners. The partners play different roles, such as delivering the various components of family literacy services, referring clients, and providing after-program care for children. The programs also are funded by multiple sources, with three of them receiving federal Even Start monies and all being supported by state adult education funds.

As a group, the sites represent a variety of organizational structures, geographical locations, and populations of learners involved in family literacy services. These conditions provided a context in which the sites tried a number of approaches to adapt their programs to address welfare reform requirements, which are discussed in this document.

Implications of State Welfare Law

A key activity all Development sites undertook at the beginning of their adaptation activities was to obtain information about their state's welfare law and its requirements. Site staff contacted representatives from their local welfare agency as well as from the state's welfare agency to gather information about the welfare law and its regulations. Development site staff found that establishing a relationship with the local welfare agency was particularly important, since these staff make decisions about the types of work-related activities that are allowable under the law. The family literacy staff used the guidance from the local welfare office staff in determining which existing program activities could be counted as part of a client's work experience.

Through establishing relationships with the local welfare office, the family literacy staff were able to communicate frequently with the office staff to keep them apprised of client activities and to learn new information about the implementation of the welfare law. Some Development sites also involved welfare office staff in their program advisory committees.

In discussions with local welfare offices, the family literacy staff found that they had to make two main types of accommodations to address the new welfare requirements: the schedule and amount of time of services were provided, and the types of activities that could fulfill the requirement of the welfare law. Presented in Exhibit 2 are the types of accommodations that each site made. Two of the sites added evening classes so that program participants could receive basic education and work readiness training and still meet their work requirements. One program was able to double the number of hours each week services were offered to the adult clients. Because of the need for additional childcare services while parents worked, one site arranged to offer full-day childcare for participants.

Exhibit 2
Types of Accommodations Made by Sites to Welfare Reform

Program	Time/Schedule	Types of Activity
Canton City Schools: Even Start Program	• Expanded adult learner activities program from 13 hours per week to 30 hours per week	• Provide 20 hours per week of employment readiness training and job-related activities
Family Learning Center	• Added Thursday evening classes • Added construction classes • Added extended afternoon classes	• Incorporated job-search and employment readiness activities
Families Learning Together		• Incorporated job-search and employment readiness activities • Changed target population of participants
Literacy Volunteers of America-Chippewa Valley	• Added Wednesday evening classes • Reduced program to half-day • Provision of full-day child care	• Changed focus to workforce literacy
Rochester City School District: Family Literacy Program		• Incorporated job-search and employment readiness activities • Negotiated with DSS to allow WEP under permissible activities

While time was a key factor that sites had to consider in adapting their services, the greatest accommodation that the sites made were the types and structure of activities that they offered. The most significant change that programs made was in the adult education component, where they added a range of services from career awareness to job placement and retention. Programs also adjusted the content of the three other components of services--early childhood education, parenting education, and parent and child together time--and these changes are discussed below.

Development Site Program Operations

The five Development sites engaged in a variety of activities in operating their family literacy programs to retain their welfare clients and assist them in preparing for employment, while fostering their roles as parents and teachers of their children. Although there were some variations in the state welfare laws that affected the Development sites, overall the family literacy programs approached the adaption of their services very similarly. Discussed below are the main strategies that the sites used in recruiting and retaining participants and in offering the four components of a comprehensive family literacy program.

Recruitment and Retention. The sites worked primarily with other agencies in obtaining referrals of welfare clients who could benefit from participation in a family literacy program. Some programs recruited participants through the use of flyers and newsletters that described program services, while one program held community events to promote the program's activities. Exhibit 3 presents the types of recruitment activities the sites undertook. Once participants were enrolled in the programs, the staff kept them engaged by adapting the programs' services so welfare clients could meet the state's requirements and retain their benefits. These adaptations are described elsewhere in this report. One activity that the programs undertook to address clients' needs was to refer them to community agencies for counseling and other services that the family literacy program could not provide. This practice was effective in helping clients to obtain the assistance that they needed in areas that potentially would interfere with their participation in a family literacy program.

Adult Education Services. The key challenge to the Development sites was to provide basic skills instruction to the adult participants of the family literacy program while incorporating activities related to career awareness and job preparedness. While the main adaptation that the family literacy programs made was in the content of the adult education services that they offered, some also made changes in the schedule of services. Presented in Exhibit 4 is the sites' schedule for adult education services. All of the sites except for LVA-Chippewa Valley were able to offer about six hours of services each day for basic skills and work preparedness. Since the participants at the LVA site were employed, this program held morning classes and then supplemented this instruction with evening classes, tutoring, and a reading in the workplace activity. The programs also used a combination of whole group, small group, and individualized instruction, depending on the topic that was being addressed. For example, the Family Literacy Program operated by the Rochester City School District had participants work on the computer learning keyboarding and other skills during the adult education instructional period. Most of the

Exhibit 3
Sites' Recruitment and Retention Strategies

Program	Recruitment Activity	Retention Strategy
Canton City Schools: Even Start Program	• Referrals from DHS • Door-to-door recruiting • Flyers placed in community	• Change in curriculum focus to work-related activities • Learners write letters to encourage absent peers to return to class • Referrals to local agencies to address personal problems that affect program participation
Family Learning Center	• Referrals from DSS • Referrals from Head Start • Referrals from Born to Read (hospital program) • Referrals from program's home-based educators	• Time change to weekly evening classes to accommodate work schedules • Extended afternoon classes • Referrals to local agencies to address personal problems that affect program participation
Families Learning Together	• Referrals from two community residential settings	• Change in target population served • Referrals to local agencies to address personal problems that affect program participation
Literacy Volunteers of America-Chippewa Valley	• Referrals from local agencies • Newsletters • Community events • Bilingual teaching assistant	• Time change to weekly evening classes to accommodate work schedules • Referrals to local agencies to address personal problems that affect program participation
Rochester City School District: Family Literacy Program	• Referrals from DSS	• Have a variety of work preparation experiences to motivate learners • Referrals to local agencies to address personal problems that affect program participation

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Exhibit 4
Sites' Adult Education Component Activities

Program	Schedule	Schedule of Instructional Activities	Focus of Instruction
Canton City Schools: Even Start Program	Monday through Thursday 8:00 a.m. - 2:30 p.m. Friday 8:00 a.m. - 12:30 p.m.	8:00 a.m. - 8:30 a.m. - Whole group instruction 8:30 a.m. - 9:45 a.m. - Half of class in lesson, half volunteers at site 9:45 a.m. - 11:00 a.m - The two halves switch activities 11:00 a.m. - 12:15 p.m. - Whole group instruction	Job skills, fulfilling the Equipped for the Future roles of parent, worker, and citizen
Family Learning Center	Monday through Thursday 8:30 a.m. - 2:30 p.m.	8:30 a.m. - 9:45 a.m. - Whole group lesson 11:15 a.m. -12:00 p.m. - Whole group lesson 12:45 p.m. - 2:00 p.m. - Small group activities 2:00 p.m. - 2:30 p.m. - Whole group volunteers at site	Job skills, GED preparation, basic skills
Families Learning Together	Monday through Thursday 8:50 a.m. - 3:00 p.m.	8:50 a.m. - 9:20 a.m. - Whole group lesson 9:20 a.m. - 10:00 a.m. - Whole group lesson 10:00 a.m. - 10:30 a.m. - Work individually 11:55 a.m. - 12:30 p.m. - Independent study 1:30 p.m. - 2:30 p.m. - Independent study	Job skills, GED preparation, basic skills
Literacy Volunteers of America-Chippewa Valley	Monday through Thursday 9:00 a.m. - 12:00 noon	9:00 a.m. - 11:00 a.m. - Small group instruction 11:00 a.m. - 12:00 noon - Whole group instruction	Basic skills, citizenship
Rochester City School District: Family Literacy Program	Monday through Friday 9:00 a.m. - 3:00 p.m.	9:05 a.m. - 10:25 a.m. - Independent study 10:25 a.m. - 1:15 p.m. - Whole group lesson 1:00 p.m. - 2:00 p.m. - Whole group lesson 2:10 p.m. - 3:00 p.m. - Independent study	Job skills, GED preparation, basic skills

sites also continued their GED preparation activities with participants who were at this level, although the emphasis on preparing for the GED test decreased in these programs.

In customizing the adult education services to meet the requirements of welfare reform, the staff at the sites had to try to achieve two goals: 1) incorporate work-related themes in the teaching of basic skills so that program participants would learn reading, math, and writing in the context of work tasks and be able to transfer these skills across occupational areas, and 2) offer career awareness and job preparation activities to supplement basic skills instruction. For the staff at most of the sites, both of these were new challenges that required locating information and resources regarding the application of basic skills to work contexts and materials for preparing adults for jobs.

Basic Skills Instruction. The programs used a variety of national and local resources to address the goal of teaching basic skills in the context of work. The family literacy program operated by the Canton City Schools utilized the National Institute for Literacy's Equipped for the Future (EFF) framework to organize its basic skills instruction under the themes of the adult as parent, worker, and citizen. The adult education instructor addressed a different EFF theme each week and applied the teaching of basic skills to the theme. This provided participants with the opportunity to see the ways in which reading, math, and writing were integral to their ability to carry out various life roles. At the Family Literacy Program operated by the Rochester City School District, the adult education instructor used the "Read to Work" series published by Cambridge to teach basic skills in the context of the various occupational areas addressed in this series. The adult education class offered by Family Learning Center in McCormick, South Carolina incorporated the work tasks related to the construction industry as part of its content. This instruction complemented the work preparedness activities that the participants were carrying out in building a day care center in collaboration with the local vocational education program.

Preparation for Work. The work-related instructional activities undertaken by the programs encompassed a variety of activities, including career awareness, job preparation, job search, job placement, and job retention and follow-up activities. Presented in Exhibit 5 is a summary of the sites' activities in these areas. In determining which of these activities to offer as part of its adult education services, the programs had to consider: 1) the population of adults being served in terms of prior work experience and their age; 2) the availability of resources in each of these topics; and 3) the state's welfare requirements and definition of what constituted work preparation and experience. The programs also had to assess whether certain participants should be targeted to receive particular services, depending on their prior work experience and skills.

In adapting their adult education components, the programs had to determine first the amount of time that participants could spend on work preparation activities. In part, the state's welfare law influenced this decision. For example, the Canton Public Schools was able to increase the time it served adult learners in its Even Start program for 13 to 30 hours per week. In order to meet Ohio's welfare requirements, 20 of these hours had to be spent on employment-readiness training or other job-related activities.

Exhibit 5
Career-Related Adaptations Made by Sites

Program	Career Awareness / Work Preparation	Job Search Skills	Job Keeping Skills	Post Employment	Integration of Work into Basic Skills
Canton City Schools: Even Start Program	• Outside speakers: job discussion • Equipped for the Future • Job skills, GED preparation • Volunteering in schools • Pathfinder Program: job shadowing • Career Passports: resume • Ohio Career Info System (computer program) • Career Decision Maker • Mentoring • Career Orientation Placement and Evaluation Survey (COPES) • Career Attitudes Placement Survey (CAPS) • Brigance Employment Skills Inventory	• Pathfinder Program • Career Passports	• Pathfinder Program • Expectations of employers • Workforce education lesson	• Reunion class	Workforce lesson
Family Learning Center	• Volunteering in schools • Tours of workplaces • Outside speakers • Job coach	• Job coach	• Job coach	• Job coach	• Construction class • Thursday night class • Extended afternoon classes
Families Learning Together	• Tours of workplaces • Outside speakers	• Visit to employment office to use computerized job search • Resume preparation • Use of classified ads	• Tours of workplaces (employer's expectations)	• Referral to local agencies • Reunion Day	• Adult education class with Workforce Literacy and Math for the Workforce

Exhibit 5
Career-Related Adaptations Made by Sites
(Continued)

Program	Career Awareness / Work Preparation	Job Search Skills	Job Keeping Skills	Post Employment	Integration of Work into Basic Skills
Literacy Volunteers of America-Chippewa Valley	• Shared Umbrella Series (language development) • Language for Work (workplace literacy)	• Collaboration with Western Dairyland (job search activities)	• Shared Umbrella Series (employers' expectations) • Language for Work	• Referred to local agencies • Workplaces made adaptations	• Reading in the Workplace • Wednesday night classes
Rochester City School District: Family Literacy Program	• Work Experience Program • Certificate of Employability • Tours of workplaces • Job fairs • NYS Jobseeker (computerized career awareness system) • Job readiness training	• Work Experience Program	• Work Experience Program	• Under development	• Basic skills class with themes

The programs considered a number of factors in determining the types of work preparation activities that they would offer to participants. One was the availability of information and materials that they could access for use in the program. For example, a number of states have career information programs and instruments that are available to vocational education and other work preparation programs. The Even Start Program in Canton used Ohio's Career Information System, a computerized database of career data, to inform its participants about various job options. New York state also has the NYS Jobseeker, a computerized career awareness system, and the Adult Literacy Program in Rochester used this resource to assist participants in learning about occupations.

While the Development sites were able to access tools such as the career awareness systems operated by states, they also had to assess the availability of local resources that would be helpful in developing work preparation activities for participants. For example, the Family Learning Center in McCormick, South Carolina established a relationship with the local vocational education program to provide training opportunities for family literacy participants in the construction trades. Because Rochester's Family Literacy Program was located in the school district's Workforce Preparation Department, the program had access to information and tools that were being used in the school-to-work program for preparing individuals to work. These local partnerships helped the sites to leverage their both fiscal and programmatic resources in identifying materials and activities that they could utilize in expanding the types of services offered in the adult education component.

Another factor that influenced programs' decisions about the types of services to offer in workforce preparation was the prior work experience of participants. For example, in programs serving individuals with less exposure to the world of work, such as the Families Learning Together in Fort Wayne that worked with teen parents, program staff chose activities to orient participants to work experiences that were lower risk and would not jeopardize the program's relationship with local businesses. For example, the program had the teen parents participate in a shadowing experience only when they were prepared to go to a workplace and analyze the skills of the workers in that environment.

Types of Activities. All of the Development sites offered some type of career awareness activity to broaden participants' knowledge about jobs and occupations and to assess the potential match between their skills and jobs. Two of the programs used state career information systems, as previously described. Canton's program had access to a number of career assessment instruments that they had participants complete, and the Family Learning Center in McCormick had participants use the computerized INVEST career awareness system. In addition, programs had speakers from local workplaces meet with participants to describe various jobs and their skill requirements.

The main emphasis of programs' work-related activities was in preparing participants for work. The programs used three main strategies. One was job shadowing, in which program participants visited workplaces to observe employees carrying out jobs for which they might qualify, and to discuss with the employees the types of skills required for these jobs. Workplaces such as hospitals, grocery stores, and department stores were the sites for these shadowing activities.

Another strategy was for programs to institute mentoring programs, in which representatives from businesses, usually women, met with participants on a regular basis to talk about their careers and the types of time-management and planning skills they needed to be successful. For example, participants in Canton's mentoring program kept records of their lunches with their mentors and discussed the events afterwards with program staff. A factor that was critical in having successful shadowing and mentoring programs was the staff's work in preparing participants for the experiences and then conducting debriefing sessions after the events to discuss the lessons learned.

The third strategy programs undertook to prepare participants was work experience. In Rochester, for example, the co-location of the adult education and early childhood services in an elementary school greatly facilitated the family literacy program's work experience component. Adult participants were able to work in the kitchen and in the principal's office and receive work experience credit for their activities. The program staff found that they had to negotiate with the local welfare office in structuring the work experience activities for family literacy participants so that these training experiences could qualify under the welfare law.

Once participants obtained jobs, the family literacy programs used different methods to assist participants in keeping these jobs and in supporting them in negotiating the workplace. The Family Learning Center in McCormick hired a retired businessman who served as a job coach and provided guidance to participants as they entered the workplace. In Eau Claire, the LVA program offered an evening program at the YMCA for participants to meet and discuss their experiences working in a local lamp shade factory. The Canton program was instituting a reunion event where former program participants could meet and still receive support from program staff. All of the Development sites recognized the importance of providing ongoing assistance to participants in job-keeping skills and in encouraging them to continue the development of their basic skills. The various job preparation activities that the sites undertook were critical both in training and in supporting participants in becoming economically self-sufficient.

Parenting Activities. All of the Development sites continued with a parenting component, and the schedule and examples of the sites' activities are presented in Exhibit 6. At most of the sites, the content of the parenting discussion was broadened to address issues such as time and fiscal management. As family literacy participants prepared to enter the workplace or began their jobs, they were faced with new issues in managing their families. The sites used the parent time to support participants in their discussion of these issues. Attention also was given to parents' work with their children in cognitive development, but the amount of time spent on this activity was balanced with other topics concerning parents' negotiation of the workplace with home demands.

Early Childhood Education. The sites made minor adjustments in the delivery of the early childhood component of their programs, with the exception of Rochester's Family Literacy Program. The schedule and types of early childhood activities the programs offered is presented in Exhibit 7. Rochester is one of the sites where the early childhood and adult education services were co-located, and this feature of the program greatly facilitated the delivery of an integrated

Exhibit 6
Sites' Parenting Component Activities

Program	Frequency / Schedule	Examples of Topics
Canton City Schools: Even Start Program	Monday through Thursday 12:30 p.m. - 1:30 p.m.	Disciplining children, promoting children's independence and self-esteem, creating learning environments, getting involved in children's schools
Family Learning Center	Monday through Thursday 10:30 a.m. - 11:15 a.m.	Domestic violence, coping with teenagers, promoting children's self-esteem, death and dying, health issues, developing a budget, career planning, helping children in school
Families Learning Together	Monday through Thursday 1:30 p.m. - 2:30 p.m.	Domestic violence, child care arrangements, job keeping skills
Literacy Volunteers of America-Chippewa Valley	Incorporated into last hour of class time	Balancing work and family, reading with children
Rochester City School District: Family Literacy Program	Monday through Friday 10:30 a.m. - 11:15 a.m.	Balancing family and work, conflict resolution skills

Exhibit 7
Sites' Early Childhood Education Component Activities

Program	Amount of Time	Daily Schedule	Location and Types of Activities
Canton City Schools: Even Start Program	Varies by program: day care centers in different locations.	Varies by program.	Children may be in neighboring schools, day care centers, Head Start sites.
Family Learning Center	Monday through Thursday 8:30 a.m. - 2:30 p.m.	Varies by program.	Children may be in Head Start or Even Start programs. Even Start uses the High Scope curriculum that includes the teaching of numbers, colors, and shapes.
Families Learning Together	Varies by program: Head Start, Title I preschool, day care, kindergarten.	Varies by program.	At one site, children take part in Head Start, at the other, the early childhood component is part of Fort Wayne's Community Education Department and follows the preschool curriculum for Title I sites.
Literacy Volunteers of America-Chippewa Valley	Monday through Friday	9:00 a.m. - 12:00 noon or 5:30 p.m to 7:30 p.m.	Use games, books, computers, work stations. Located in a building next to adult education site.
Rochester City School District: Family Literacy Program	Monday through Friday 9:00 a.m. - 3:00 p.m.	9:00 a.m. - 9:30 a.m. Circle time (whole group) 9:30 a.m. - 10:30 a.m. Independent play 10:30 a.m. - 11:05 a.m. Small groups 11:05 a.m. - 11:20 a.m. Circle time (whole group) 12:45 p.m. - 3:00 p.m. Nap time	Co-located with adult education component. Use of water/sand table, painting, computers, songs, games, career-related activities; incorporates High Scope curriculum.

service. For example, the early childhood and adult education instructors met frequently to discuss the content of their program services, and to coordinate the schedule for the discussion of types of careers. The early childhood instructor purchased children's books and costumes so that the children could read about the workplace and role play the different jobs that they parents might have. To further educate the children about the world of work, the program invited individuals who held jobs that the children were reading about, such as truck driver, to come to the class and discuss what they do. This incorporation of work content into the early childhood education component of the family literacy program helped bring the parents and children together with a common vocabulary and set of experiences to discuss at home and in the program. The adult education staff from the other Development sites encouraged their colleagues offering the early childhood education component to discuss careers and work in the Head Start and other early childhood settings in which the family literacy program children participated.

Parent and Child Together. Some of the programs had to reduce the amount of time and the location where they offered the PACT component because of the constraints on the adults' time in the program due to the welfare requirements. Exhibit 8 presents the schedule and types of activities that the sites carried out. The sites used two strategies to address the time constraint. One was to give packets of materials to adult participants to use at home with their children to promote reading and other skill development. Key to the use of this strategy was the staff's preparation of participants prior to their taking the materials home, and then debriefing with them after they had worked with their children. For example, Canton's progam had the parents keep logs of the work that they did with their children at home and then discuss these activities in the adult education component of the program. The other strategy was to have the family literacy staff conduct home visits and work with the parents and children in their homes on activities aimed at development children's cognitive skills. Given the amount of time that the adult participants could be present at the progam site, these were considered the most viable options available to the programs.

Agency and Business Collaboration

While a key feature of a family literacy progam is the collaboration among the services offered in a progam, the advent of welfare reform promoted new forms of collaboration in these entities. The Development sites broadened the membership on their advisory groups to include staff from local welfare offices as well as from businesses. This enabled the sites to learn about community activities and resources that could be accessed by the family literacy programs. It also allowed the sites to inform the businesses and welfare office about their participants and the types of services that they were offering.

The adult education staff in the Development sites also had to identify businesses in the communities that could serve as locations for the programs' shadowing and mentoring activities. For many of the program staff, this was the first opportunity that they had to contact businesses and seek their assistance in providing program services. The staff from the Development sites approached this task cautiously, being careful to ensure that their particpants were prepared to

Exhibit 8
Sites' PACT Component Activities

Program	Frequency / Schedule	Examples of Activities
Canton City Schools: Even Start Program	Monday through Thursday, at home during the afternoon or evening	At-home activities that are discussed in class and documented by parents in logs. Activities usually involve playing games or making crafts.
Family Learning Center	Monday through Thursday 9:45 a.m. - 10:30 a.m.	Coordinated with High Scope and adult education curricula. Examples include making a gingerbread house, making a budget, and shopping together.
Families Learning Together	Varies by individual (one to three times per week for 20 to 30 minutes)	Varies according to age of child and child care arrangements (may be conducted at home). At Title I preschool and Head Start programs, activities are based on what children's teacher is doing that day. Title I preschool teacher and adult education instructor discuss activities.
Literacy Volunteers of America-Chippewa Valley	Incorporated into last hour of class time; complimentary family memberships at YMCA provided	Reading books together, writing stories together.
Rochester City School District: Family Literacy Program	Monday through Friday 11:20 a.m. - 12:10 p.m.	Use of computers, books, and activities that often have a career theme (e.g, career lotto or coloring book, assembly line activity).

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enter the workplace as visitors and could be seen as potential employees. The staff also wanted to be able to have long-term relationships with the their business partners so that once established, the shadowing and mentoring programs could be ongoing components of their services. The family literacy staff found that once they began the process of contacting businesses in their communities and had initial success with the activities, it became easier to expand their network with additional businesses.

Once participants were employed, program staff also worked with businesses to encourage support of the family literacy participants. For example, in Eau Claire, the LVA staff collaborated with the business where most of their participants worked to organize a reading in the workplace program to further enhance participants' English skills.

Documentation of Participant Outcomes

The Development sites recognized the need to document a range of learner outcomes and some tried different strategies for doing this. Canton's Even Start progam instituted the Career Passport, which is a portfolio that includes information about the skills and competencies that participants have demonstrated as well as their resumes and letters of recommendation. The intent was for participants to use the passport in applying for jobs. Rochester's Family Literacy Program was planning to use the Certificate of Employability that had been developed by the school district and the Rochester Business-Education Alliance to assist learners in preparing for employment. This certificate was the documentation that learners had achieved a participation standard, a variety of academic and work-related competencies, and job-keeping skills.

In addition to these documentation processes, the Development sites kept records on the numbers of particpants who had obtained jobs or were about to be employed at the end of the progam year. This information supplemented the basic skills progress information that the sites had to report to the state education agencies as a requirement of their adult education funding. All five sites recognized the importance of documenting family and participant outcomes, and were interested in using instruments and documentation procedures that others had developed rather than spending time undertaking this task themselves.

Key Lessons Learned

The experiences of the Development sites point to a number of lessons for family literacy programs to consider in serving participants in an era of welfare reform. Three elements of a program need to be addressed in adapting services for welfare clients. These are: time, content, and program processes.

Time. The amount of time that participants can spend at a program site will likely need to be reduced. Because of this, family literacy staff need to plan carefully so that the activities that they offer onsite are central to developing participants' basic and work preparedness skills. The use of time also will change, so that programs may need to supplement onsite activities with

offsite events that expand and reinforce participants' learning. The Development sites' activities in working with businesses and community agencies in providing work preparation activities are examples of the use of offsite opportunities for learning. The shift of PACT activities from the program to participants' homes is another example. The Development sites' experiences indicate that time is a precious commodity that needs to be used optimally in serving program participants.

Content. The main shift in content in the Development sites has been in the infusion of career awareness and work preparedness topics in the adult education component as well as in the early childhood and parenting activities. The key tension in programs is the balance between the teaching of basic skills with the development of adult participants' job-keeping skills. Sites used a variety of strategies to teach basic skills in the context of work, while addressing job awareness and keeping skills directly in the workplace. This broadening of content is the key change that programs will need to make to meet the welfare reform requirements.

Program Processes. The final area of change is in the types of activities that family literacy programs have included in their adult education components. The incorporation of shadowing, mentoring, and work experience activities complement and reinforce the shift in content to job preparation noted above. The challenge for programs is to balance the overall goals of a family literacy program--preparing parents as their children's first teachers while developing their own skills--to include a broader definition of parental skill development. The five Development sites provided a range of examples of how this can be accomplished.

References

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PART II: CASE STUDIES

Canton City Schools: Even Start Program
Canton, Ohio

Structure and Administration

Program Organizational Structure. The Even Start program offered by the Canton City Schools is administered by the school district's Community Education Services Department. Since its inception five years ago, Canton's Even Start program has drawn on existing school district and community resources. The Community Education Department, for example, provides career assessment and workforce development education. Title I funds provide transportation to and from classes and parent/child learning activities from the Parent Resource Center. The Department of Human Services assists with recruitment of families and funds childcare for children under age three as well as extended day care.

Program Location. The Canton City School District is the eighth largest school district in the state of Ohio. The district is home to 84,161 residents and the schools serve over 13,000 students. The family literacy program has four sites that are located in each of the four quadrants into which Canton, Ohio is divided (NE, NW, SE, SW). Three sites are in elementary schools: the Lathrop, Baxter, and Summit Schools. At the fourth site, the program is comprised of two classes that are located in the Coleman Center, a day care facility. Each site provides the same services to program participants, except for the elementary schools that offer different work settings for parents (i.e., principal's office, library) than the day care facility. Administrative offices are located in one of two Canton City Schools' Administration buildings in downtown Canton. In addition to the Community Education Services Department, this building houses the administrative offices of Canton City Schools' Early Childhood Education, Vocational Education, and Technology Services Departments.

Family Literacy Program Operations

Overview. Ohio's Temporary Assistance to Need Families (TANF) program, Ohio Works First, allows payment of benefits to individuals for 36 months in a 60-month period, resulting in a general time limit of 36 months, regardless of whether the months are consecutive. The law allows disregarded earnings for the first 198 months of a job, so that recipients' benefits are phased out by a portion of earnings. Recipients' benefits do not end until earnings equal 200% of the Department of Human Services' payment standard--the method of counting income and determining cash aid. Ohio Works First requires that counties place parents in one of 13 work and educational activities and develop transportation plans for them. Thirty hours per week are required, at least 20 of which must be work activities as allowable by federal law.

Program Structure. In response to this law, the Canton City Schools' Even Start program used an Ohio Adult Basic and Literacy Education (ABLE) grant to increase the number of hours it served learners from 13 to 30. In order to meet the requirements of the welfare law, 20 hours per

week are spent in employment readiness training or other job-related activities. The remaining 10 hours of the program address academic and parenting issues. The program has changed its focus from promoting the goals of acquiring a General Educational Development (GED) certificate and parenting skills to that of acquiring employability skills.

Previously, the program met four days per week for a total of 13 hours each week. The adult education component comprised the first two hours of each class, from 8:15 a.m. to 10:15 a.m., followed by a parenting class for 45 minutes. The children joined their parents for the last half hour during which they engaged in Parent and Child Time (PACT) activities. The program ended at lunch time and the parents and children then went home together. The former adult education component focused on developing learners' basic literacy skills and GED preparation, attempting to integrate parenting and adult education whenever possible. In addition, the program emphasized the importance of parents playing an active role in their children's academic development, and parents were taught how to promote stronger learning environments for their children.

Since welfare reform, classes no longer include direct instruction in GED preparation. Instead, the program uses Equipped for the Future (EFF) as a framework for the curriculum. Workforce lessons are based on the worker role as described by EFF and the corresponding broad areas of responsibility that include: 1) planning, 2) directing personal and professional growth, 3) doing the work, and 4) working with others. Goal sheets are provided for the learners that include the key activities around the worker role. Some of the topics that were covered over the course of the past year include: handling conflict, time management, getting personal satisfaction from work, planning career goals, learning new skills, planning and prioritizing work, meeting new work challenges, taking responsibility for work quality, using technology and other work tools, communicating, giving and receiving assistance, and participating in group processes.

Adult Education. Classes now meet from 8:00 a.m. until 2:15 p.m. on Mondays through Thursdays and from 8:00 a.m. until 12:30 p.m. on Fridays. At the site observed, one instructor teaches workforce education from 8:00 a.m. until 11:00 a.m. From 8:00 a.m. until 8:30 a.m., the class is presented with a lesson based on a theme from EFF. From 8:30 a.m. until 9:45 a.m., one half of the class works in the school, while the other remains in the classroom for a lesson on basic work skills. At 9:45 a.m., the two classes reverse activities. From 11:00 a.m. to 12:15 p.m., the entire class participates in work skills, followed by lunch from 12:15 p.m. until 12:45 p.m. At 12:30 p.m., the instructor who teaches adult education adjourns to the office of the coordinator where she spends the afternoons completing administrative work. The second instructor arrives each day at 11:00 a.m. During the time that both of the instructors are present in the classroom, one of them holds individual conferences with learners while the other leads a workforce education lesson. At 2:15 p.m. on Mondays through Thursdays, the class is dismissed. On Fridays, classes end at 12:30 p.m. Instructors use the afternoons to plan lessons for the following week.

Currently, the adult education component of the Canton City Schools' Even Start program is based on the EFF curriculum standards that delineate adult learners' real world responsibilities in the family, community, and the workplace. EFF standards are intended to strengthen parents'

abilities to support their children's cognitive development and to work with their children's schools. With regard to adult learners' roles as citizens, EFF standards foster the development of the knowledge and skills necessary for adults' informed civic participation.

Each week, an EFF indicator from the roles of parent, worker, and citizen (e.g., planning and prioritizing, giving and receiving assistance) is selected and used to guide instruction. The observed class discussed the ability to "guide and support others," one of the 12 common activities from the EFF framework. The lesson began with one learner blindfolding another in the hallway and then, using only verbal instructions, leading the blindfolded learner to a closed rectangular cardboard box. After a few minutes of moving around the room, the blindfolded learner found the box that contained doughnuts. This activity was followed by a short group discussion about the difficulties of giving and interpreting verbal instructions. Next, one of the instructors asked the group what it meant to guide and support others in terms of being a parent. Some suggestions were to help with homework, support school programs, and take children to the library. The instructor gave each learner pieces of yellow and pink paper and asked her to write another way that parents (yellow) and citizens (pink) guide and support others. After a few minutes, each learner came to the blackboard, read what she had written, and attached her paper to the appropriately labeled (parent, worker, citizen) side of a triangle. Other suggestions for the role of parent were meeting with teachers, volunteering in the school, and attending PTA meetings. Suggestions for the role of citizen included working with scout groups and working at the Kids' Café after school. The instructor then gave each learner a blue piece of paper and asked her to use it to share an observation she made during her job shadowing the following day about how workers guide and support others. The learners were told to bring their blue scraps to the class the next time it met.

Each day, after approximately 30 minutes of initial instruction based on an EFF curriculum standard, learners are divided into two groups according to their academic ability. One group stays in the classroom, while the other works in the school. Jobs within the school include not only positions such as photocopying, answering phones, and cafeteria duty, but also opportunities for learners to work directly with children on building skills such as vocabulary.

Learners keep daily planners to remind them of homework assignments, job shadowing schedules, and appointments with mentors. The focus of instruction is not only on job seeking skills, but also on job keeping skills so that learners know what will be expected from them by employers. Participants are taught about the importance of being on time, dressing appropriately, and calling ahead of time if they are unable to come to work.

Another change in the adult education component has been in the materials that are used. GED practice workbooks were replaced with popular, level-appropriate books such as "Chicken Soup for the Soul" and resources published by the Center on Education and Training for Employment at Ohio State University. The program receives free copies of the local newspaper along with coordinated study guides. One site has found that materials published by Getting There are particularly successful. The program also has made use of outside speakers who have spoken about health issues, domestic violence, and nutrition.

Additional Services. As a result of welfare reform, the adult education instruction has been revised to include a career exploration component and a skill documentation process. In addition, learners now have the option of taking part in job shadowing and mentoring. Recently, an evening class was added in order to accommodate learners who have left the program and are currently working.

Career Exploration. The adult education component of the program now includes a discovery process, through which learners review their personal goals and interests, and a career planning process, in which learners set both short-term and long-term goals. Over the course of the past year, 30 learners were assisted in matching their interests and skills with occupations through a computer program called the Ohio Career Information System (OCIS). As a project for the class, learners used this system to design brochures about different careers that include information about the work settings, worker characteristics, physical demands, and training involved. In addition, a "career of the week" assignment was given to learners that entailed researching entry-level careers using OCIS and preparing reports.

Another way in which learners have matched their interests and skills to job types is through the use of the Career Decision Maker published by American Guidance Service. This instrument determines which fields or "job clusters" best match a learner's interests. Each learner who completes 150 hours in class also is provided with a 10-hour career assessment that includes the Velpar, Career Assessment Battery, Career Orientation and Placement Survey, Career Ability Placement Survey, Talent Assessment Program, and Skills Assessment Module. As a result of these assessments, each learner develops an Individual Career Plan that includes information about short- and long-term career goals. Learners may be asked to identify several career paths that might interest them initially, and they are then asked later in the program year to narrow their choices. Other tools that are used for career exploration include the Career Orientation Placement and Evaluation Survey (COPES), the Career Attitudes Placement Survey (CAPS), and the Brigance Employment Skills Inventory.

Career Passport. Instructors document learners' skills in a Career Passport, a portfolio in which learners compile information about the skills they have learned and the work experience that they have had in the program. It is the program's intent that learners use the Passport in applying and interviewing for jobs. The Passport contains the following information:

- A profile of the learner's skills and competencies in the areas of communication, teamwork, decision-making, applied mathematics, and lifelong learning;
- The learner's resume that includes a listing of the learner's work experience preparation in the elementary school in which the program is located;
- Letter of reference;
- A certificate documenting that the learner participated in a job shadowing program; and

- A letter from the program's coordinator describing the Even Start program and the skills that participants are being taught.

Job Shadowing. The job shadowing part of the program, the Pathfinder Program, has been established at Mercy Medical Center, Aultman Home Medical Supply, a Target store, and a Giant Eagle grocery store. The objective of this activity is to provide learners with an opportunity to learn about the skills needed for various jobs. The program coordinator identified these sites and established relationships with them using a variety of strategies. In two of the sites, the program coordinator had an existing personal relationship with the organization's representative; in the others, she contacted the organization and determined their possible interest in participating as a job shadowing site. For example, Mercy Medical Center was selected because the program coordinator had a former colleague who works there as a community liaison. At Aultman Home Medical Supply, the manager is the husband of one of the program's instructors. Giant Eagle was selected because an employee in human relations is an active in the Even Start business partnership through which members of the business community provide small donations for activities such as parties and luncheons. Because she did not have a contact at Target, the program coordinator called Target and briefly described the job shadowing program, asking who an appropriate contact might be. She was given the names of two employees in human relations with whom she then organized a shadowing activity.

In choosing settings for job shadowing, the coordinator selected establishments that would provide a variety of work experiences and would hire individuals who did not have a GED. The coordinator chose Target because she knew that the store had been supportive of educational activities in the past. Giant Eagle had participated in shadowing with high school groups in the past, so they had already established a schedule for rotating learners through different shadowing experiences. At the hospital, shadowing was explained to all department heads and they were invited to participate. Each of the department heads chose to participate, and they were responsible for selecting employees whom they thought would be appropriate to be observed. At each of the shadowing sites, managers were asked to select employees who would be communicative, helpful, and relate well to the learner.

Representatives from Mercy, Aultman, Target, and Giant Eagle came to the program sites to describe the types of shadowing opportunities that their organizations had to offer. Almost all of the learners expressed an interest in the shadowing program, but those who were selected were learners who had demonstrated the most maturity and had the best attendance records. The program coordinator explained to learners that shadowing is to be viewed as a privilege, and that it was important that they follow the guidelines that had been set for them for behaving in the workplace so that the program's relationship with the business would not be jeopardized. During the past program year, there were 18 participants at Mercy Medical Center, 12 at Aultman Home Medical Supply, eight at Giant Eagle, and three at Target.

On the day that shadowing was observed at Mercy Medical Center, learners were watching work activities in the pharmacy, medical records, security, food services, physical therapy, and housekeeping departments. In order to participate in shadowing, learners had to complete an application form that included an essay similar to a cover letter that one would send with a

resume when applying for a job. The learners also were required to complete a Pathfinder Program Contract in which they agreed to abide by certain rules and standards, such as calling ahead if they were unable to attend, and dressing appropriately.

The same weekly theme from EFF used in planning lessons in the program also was used in job shadowing. For example, during the week that the theme was "participate in group processes and decision making," learners were asked to document any examples that they observed of employees making decisions and working as a team. Similarly, when the theme was to "manage and resolve conflict" and to "value people different from oneself," learners were asked how co-workers can manage disagreements and how to welcome people with different backgrounds in work settings.

Instructors accompanied learners to shadowing sites and learners kept journals about their experiences. At Mercy, an instructor facilitated a lesson during the half hour before shadowing. Immediately after the shadowing, the instructors ate lunch with the learners and discussed their experiences. At the worksites, employees joined the learners for lunch, the worksite paid for the lunch, or the learners and instructors went to a local restaurant to discuss the shadowing activity.

During their shadowing experiences, the learners asked employees about these issues: 1) what they view as the advantages of their jobs, 2) what they view as the disadvantages of their jobs, and 3) how their jobs affect family life. The employees' responses to these questions were shared during lunch with the instructor and other learners. Along with the learners, instructors kept weekly records of their reflections on the Pathfinder Program. At the conclusion of the shadowing program, learners were asked to write brief essays about what the program meant to them. In these essays, learners indicated that they were exposed to new work possibilities and the employees they met were very helpful.

The 39 learners who participated in the Pathfinder job shadowing were required to complete daily logs about their experiences. The logs included information about the position they shadowed, such as the responsibilities of that job, starting salary, level of education needed, and how the employee copes with the challenges of the job. During lunch, learners also shared the information they had provided on a Career Exploration Form about: 1) duties involved in the job they shadowed, 2) tasks they had performed while shadowing, 3) the extent to which they could see themselves performing this job, and 4) their interest in the job rated on a scale from one to ten.

Mentoring. In the mentoring component of the program, 41 mentor-learner pairs had lunch once a month during the past year. Mentors discussed their careers with learners, including the training and credentials that are needed for their jobs and the tasks that their jobs entail. A luncheon was held at a local high school to orient mentors. The luncheon included a discussion about the literacy program, and written information about mentoring was provided. With regard to the luncheon, a mentor commented that the program was well explained and the atmosphere was very welcoming. She suggested, however, that prospective mentors also be invited to visit

an Even Start class prior to undertaking their roles as mentors in order to further their understanding of the program.

Learners and mentors met for the first time at the luncheon (at program sites), to which all mentor-learner pairs were invited. In an interview with learners and mentors, they commented that they felt more comfortable meeting for the first time as a group rather than individually. One mentor explained that the first group luncheon had been so enjoyable that she continued to meet for lunch with a group of three mentor-learner pairs. By contrast, another mentor-learner pair noted that because the learner is very introverted, one-on-one meetings suited them best. This learner commented that she thought the instructors took her shyness into account when assigning a mentor to her because they chose a woman whom she recognized from the church she attends. Another learner said that she had been nervous about meeting her mentor because she had always felt inferior to women with careers. However, she explained that within the first meeting with her mentor, she grew comfortable with her mentor, as did other learners. Several mentors commented that the mentoring experience had been even more enjoyable than they had anticipated, and one woman noted how much she had learned from her learner and how inspired she was by the learner's levels of energy and ambition.

Mentors have been recruited in several ways. For example, a social worker who works at Mercy Medical Center placed an advertisement in their employee newsletter. In addition, instructors and tutors were asked to talk to their friends, and employees of the Canton City Schools were invited to be mentors. Mentors work at Mercy Medical Center and in the school system, as well as a variety of other settings, including local social service agencies, churches, and in the agencies and businesses with which the program collaborates. Prospective mentors were initially contacted by phone by the program coordinator and an adult education instructor. In most cases, mentors are not in entry level positions, primarily because they need to have the flexibility within their jobs to leave in the middle of the workday for over an hour to meet with learners.

Instructors select the learners who participate in the mentoring program. Selection criteria includes attendance rates, attitudes, and career goals. The selected learners are provided with information about the mentoring program, including its purpose and the roles and responsibilities of the learners, mentors, and instructors.

Written information also is provided to mentors about their responsibilities and about the procedures they should follow. Mentors are responsible for providing transportation and the cost of lunch. Mentors also are provided with advice about such things as lending learners money and giving learners their home addresses and phone numbers. Topics that are recommended to mentors in order to guide their discussions with learners include how they selected their field of work, how they obtained their positions, and what skills one needs in their field.

Early Childhood. The early childhood component of the Canton City Schools' Even Start program has changed little since welfare reform, except for the schedule. Because children are able to attend preschools and kindergartens only from 8:00 a.m. to 11:30 a.m., they now may attend wrap-around care at day care centers that are open until 6:00 p.m. or 7:00 p.m. Within the Canton City Schools, state-funded public preschool is offered in elementary schools for children

who are three and four years old. In two elementary schools, the Even Start program is co-located with public day care centers that enroll infants and are open from approximately 6:00 a.m. to 6:00 p.m. However, the children of the adult learners do not necessarily attend school in the same building as their parents. At the Lathrop site, for example, a not-for-profit day care center located a few blocks from the school is used by many of the program participants who have children who are under three years of age. Other children of participants are enrolled in Head Start or they attend other elementary schools.

An attempt is made to integrate early childhood education with the adult education component through a letter that is written to the children's teachers. The letter, which is provided to parents in the adult education class, explains to the children's teachers that parents attend Even Start classes and they are interested in supporting their children's education. Teachers are asked to identify several areas in which children could benefit from additional help from their parents. Parents keep logs of the amount of time they spend helping their children with homework and reading to their children. They also keep files that document their children's academic progress.

Parent Time. At each program site, one instructor leads the both Parenting and Parent and Child Time (PACT) components, but because these components comprise less than half of the time spent in class, these instructors also teach some of the adult education component. Following lunch time at the target site, the instructor who arrives at 11:00 a.m. teaches parenting education from 12:45 p.m. until 1:45 p.m. Each learner establishes parenting goals for herself that are based on the parent role as it is described by the EFF project. Topics for parents' goals include disciplining children, promoting children's independence and self-esteem, and fostering a healthy learning environment.

Staff have worked on integrating workforce development and parenting in addition to promoting the transfer of skills from one role to another. Previously, the objective of the parenting component was for learners to identify a parenting goal and document their progress in attaining this goal in their portfolio. This is still an objective, but an additional goal is to design and implement parenting themes based on the parent role map identified in EFF.

In an interview, learners emphasized how helpful the parenting component of the program has been. They noted that they have learned about appropriate ways to discipline children and they have gotten more involved in helping their children with homework.

Parent and Child Together. From 1:45 p.m. to 2:15 p.m., instruction at the target site focuses on PACT activities. This entails either a description of an activity for parents to engage in with their children later that day or a discussion of the activity that was assigned for parents and children the previous day. After classes are dismissed, the instructor who teaches parenting and PACT conducts home visits during which she observes parents and children engaging in PACT activities. PACT activities often are based on the current EFF-based unit. Other PACT activities may be related to a special event such as a holiday or Right to Read Week, or they may be selected by the parents on what are known as "Parent's Choice" days. Usually PACT activities involve playing games, completing puzzles, or making crafts.

Prior to welfare reform, PACT activities took place in the classroom. Now the stated purpose of PACT is to build on the new skills parents are learning (as part of their work-based learning activities) by planning and building PACT activities that promote literacy and school success.

PACT activities are documented in logs that include information about the steps taken as part of the planning and review for PACT activities. Learners also keep logs to document the amount of time that they and their children read together. At the beginning of the program year, the instructor explained to learners how to complete the PACT logs. When she reviewed the logs initially, however, she was disappointed with the lack of detail they contained. She asked learners to provide more detail as well as specific examples, which resulted in better responses. The logs are still kept relatively brief, however, so that parents do not view completing them as a chore.

PACT activities also may be observed during visits that the instructor makes to each learner's home every five or six weeks. While in the home, the instructor also might take the opportunity to model good parenting behavior. In quarterly reports, she documents the activities that occurred during her visits. Prior to welfare reform, the goal of home visits was to set and assess goals with families. Now, in addition to transferring classroom learning to the home, the goal of home visits is to focus on the home as a learning environment for parent-child interaction.

Recruitment, Enrollment, and Retention

Program Participants. During the 1997-98 school year, there were 97 parents in Canton's Even Start program who had the following characteristics: 99% female; 58% white, 37% African-American, 3% Hispanic, and 2% American Indian. Two hundred thirty-three children participated in the program, who were evenly divided by gender and were primarily eight years of age or older. Of the 233 children, approximately 43% were white, 46% were African-American, 4% were American Indian, 4% were biracial, and 3% were Hispanic.

Recruitment and Retention. The Department of Human Services regularly refers learners to the program. In addition, door-to-door recruiting has been undertaken and flyers that learners have made about the program have been posted in communities. The program coordinator acknowledged that with the number of welfare recipients decreasing, recruiting learners could become more difficult. Greater efforts to recruit through the elementary schools that house the program may be needed, which would entail enlisting the aid of principals, teachers, and school community workers (who are based in the schools and paid with Title I funds).

When new learners enter the program, they are required to spend two days completing assessments that are administered by a counselor who works with the program. In order to establish the program's focus on career issues, the first form that learners complete is the Career Decision-Making assessment. The Test of Adult Basic Education (TABE) Locator also is administered at intake and learners are required to discuss their goals with the counselor. Because the program accepts new learners at any time, brief Even Start orientations are held occasionally during the hour that the schedules of the two instructors overlap. In addition, more

intensive orientations are held at the beginning of each program year. Over the course of two weeks, topics discussed include goal setting, study skills, and the rules that are to be followed in the classroom. Recently, the orientations have been changed so that they incorporate both EFF and work issues. For example, goal setting discussions are now focused specifically on EFF goals. In addition, learners are reminded that many of the rules that they are asked to follow in the classroom also apply to work settings, such as being prompt, respecting colleagues, and dressing appropriately. Also during the orientation, learners are now asked to stand up and introduce themselves and shake each other's hands, since these are skills they need for the workplace.

In order to improve retention and support participants who may be having difficulties that interfere with their learning, the program provides referrals to other social service agencies in the community, including the Title I Parent Resource Center, a domestic violence center, and other counseling and Department of Human Services agencies. After a learner has been absent for several classes consecutively, the other learners write letters explaining that they miss the absent learner and encourage her to keep attending classes. When learners drop out of the program, it is often due to family problems or difficulty finding affordable childcare or transportation.

Staff

Staff Roles and Responsibilities. Three Even Start sites have two instructors, while the fourth site has four instructors. Each of the ten instructors work 25 hours per week. Five are supported with Even Start funds and five are supported with ABLE funds. In addition to teaching, instructors are responsible for keeping learner records, conducting home visits, and serving as liaisons between families and program staff. As indicated above, a counselor also works with the program and is responsible for administering intake materials with new learners. The program coordinator reports to the Director of Community Education Services within the Canton City Schools. Since she has been working with ABLE, she transferred from the Government Programs Department to the Community Education Department because of an interdepartmental reorganization.

Staff Qualifications. New staff have not been hired due to welfare reform, but staff are frequently hired because the rate of turnover is approximately 50 percent each year. The only staffing change that occurred due to welfare reform was the resignation of one instructor because she was not comfortable with the new focus on work and workplace issues. The first instructor hired by the coordinator was an Even Start teacher with whom she was already familiar. Since then, several individuals known by this instructor have been hired. When hiring, the program coordinator selects individuals who are certified teachers and prefers those who have backgrounds in home economics or elementary education. In addition, she selects staff who are flexible, mature, and have had some previous work experience, rather than recent college graduates. Although one of the instructors at the target site recently received a Bachelor's degree in early childhood education, she returned to college after she had children. The other instructor has been teaching family literacy for approximately nine years. The program counselor holds a

Master's degree in counseling and has worked in different capacities within the Canton City Schools. The program coordinator noted that although there are no formal procedures for evaluating instructors, Ohio ABLE requires instructors to complete professional development plans that include information about instructor's goals and whether they have achieved them.

Staff Development and Training. At the beginning of each program year, a two-day preservice is held during which each of the four components of family literacy are reviewed with all staff members, as are Family Literacy and Even Start Quality Indicators. Throughout the year, staff will also receive four additional days of inservices plus the fall statewide training sponsored by ABLE for Ohio teachers. In addition, the entire staff holds monthly meetings. The current instructors have received training at either the National Center for Family Literacy in Louisville or they have attended training sponsored by the Knight Foundation in Akron. Conferences that have been attended by staff include an early childhood conference sponsored by the state, the annual conference of the National Center for Family Literacy, and a Workforce Readiness Training sponsored by a publisher of workforce readiness materials. In addition, staff are permitted to attend two trainings of their choice funded by Ohio ABLE.

Collaboration with Agencies and Businesses in the Community

Through a grant from the U.S. Department of Labor, the Ohio Bureau of Employment Services, in partnership with state and local employment training service providers, is developing One Stop Employment and Training Centers throughout the state. The purpose of One Stop is to establish one place where welfare recipients are able to obtain all the information they need about the employment and training services to which they are entitled. In addition, the Centers provide information about community-based services that job-seekers may need to assist them with finding and keeping jobs. All One Stop centers offer unemployment insurance, employment services, JTPA programs, veteran employment services, and senior community services. Even Start participants have access to computer software in their classrooms that provides information about the One Stop Employment and Training Center that serves the Canton area.

When the Even Start program began, a State Adult Education Act (AEA) Section 353 Special Demonstrations Grant was used to form a Community Action Team that included representatives from local family centers, Catholic agencies, the YWCA, and other agencies operated through the Department of Human Services. Initially, the group met at the Canton Club and a binder was made in which each agency described their services. Although the grant only lasted for one year, the group continued to meet for at least two years after that. The group stopped meeting after the Ohio Children and Families First initiative established a Family Council in the community that is made up of representatives from many of the same agencies. However, an advisory committee comprised of the Even Start program's partners in the community, including staff from childcare centers, the Department of Human Services, businesses, and the school district, meets several times per year.

Using AEA Section 353 funding from the state and working with members of the former Community Action Team, the program coordinator convened a group of employees of social service agencies in her community, and they attended a training sponsored by Common Good in Columbus about the coordination of welfare services. Common Good is a collaboration within the state of Ohio among several government agencies including the Departments of Education and Human Services, and the Employment Services Bureau. The purpose of Common Good, which was established in response to welfare reform, is to help community agencies address welfare issues and provide services collaboratively.

Currently, the Department of Human Services is trying to identify more workplaces that will hire individuals who don't have a high school credential. Recently, the coordinator arranged a luncheon that was attended by the program's sponsors from the business community. Local businesses have the option of sponsoring the program by providing a small amount of funding to the program that can be used for activities such as parties and special events. The purpose of the luncheon, which included a discussion of the changes that have been made in the program following welfare reform, was to foster relations between the program and local businesses.

Program Budget and Funding

The Canton City Schools' family literacy program has an Even Start grant of $162,693 and a Canton City Schools ABLE grant of $86,280. In addition, Title I funds provide $12,000 for buses, and for the past two years a workforce development grant from the state has provided $15,000. The program coordinator believes that it is not likely that the workforce grant funding will continue, but $15,000 may be provided through AEA Section 353 monies.

Data Collection and Evaluation

The state of Ohio requires that ABLE-funded programs administer the TABE in order to ascertain the performance of program participants. However, instructors have not been pleased with the new scoring system that accompanies the latest versions (seven and eight) of the TABE. They believe the learners' levels of achievement are not consistent with those on the TABE five and six. While staff have found that the newer TABE forms are able to assess learners' progress from pretest to posttest, they often tend to indicate that learners are not performing at the same grade level as they were according to the previous TABE forms, which instructors believe is not the case. The possibility of replacing the TABE with the Adult Measure of Essential Skills (AMES) within the state is being considered, and the Southeast ABLE Resource Center is currently conducting a study involving a comparison of the two instruments.

The progress of the learners' children who attend the program is assessed with Early Predictor of School Failure, which includes items assessing language expressivity and receptivity, as well gross motor skills and auditory perception. In addition, it includes a parenting domain so that

children's scores may be compared with their parents' behavior. The early childhood education teachers also complete a survey about their perceptions of each child's progress.

The program is required to document adult learners' progress with regard to State Quality Indicators, including the percentages of learners who advance from one level to the next, obtain GEDs, and achieve their life goals. They also are required to complete state entrance and exit forms for each learner. These forms contain information such as learner demographics, learner goals, test scores, and learners' reasons for leaving the program.

In order to evaluate learners' progress toward their goals, one-on-one conferences are held between instructors and learners in which learners' portfolios are used to review their progress toward each of their goals. Portfolios contain information about learners' short- and long-term goals, worksheets from the Employability Skills Inventory, applications for the Pathfinder Program, Even Start goal progress reports, weekly PACT logs, Career Decision-Making materials, Talent Assessment materials, and files on learners' young children.

Because Even Start requires an outside evaluator, the chair of the psychology and education departments at Malone College works with the program as an evaluator. The program coordinator believes that the fact that Malone College is a part of Canton City Schools is advantageous because the evaluator is a member of the community and she is familiar with the population served by the Even Start program. This evaluation will include assessments based on the EFF roles and competency lists from the Career Passports.

Mentors were asked to complete evaluation forms about their experiences with the program. On this form, they provided ratings of how helpful they found the orientation luncheon and the "getting acquainted" luncheon. They also were asked whether they felt comfortable sharing with their learners, whether they were able to plan lunches that were convenient their schedules, and if they thought that the mentoring program filled its purpose. In addition, they were given the opportunity to offer suggestions about how the program might be improved and how they and their learners benefitted from the program.

Learners were not asked to evaluate the individual components of the program, although they were asked to write an essay on their job shadowing experiences and one on the topic of "what Even Start means to me." They also completed a Career Development Survey that asked whether they explored different career options and made decisions about career choices, as well as whether they believed that they have the skills to find and keep a job.

Advancing Learners to the Next Stage

Achievements. At the outset of the program year, 54% of the learners were considered at the beginning level of adult basic education, while 41% were at the intermediate level, and 5% were at the advanced level. By the end of the program year, 47% were at the beginning level, 28% were intermediate, and 25% were advanced. Over the course of the program year, 30% of

learners found employment, 18% enrolled in another academic or vocational program, and 13% obtained GEDs.

Recently, two learners from the target site were hired by their respective shadowing sites, Mercy Medical Center and Target. The leaner who participated in job shadowing at Mercy Medical Center was hired to work in their housekeeping department, and she will work the night shift because it will allow her husband to be at home with their small children while she is at work.

Next Steps. In order to continue serving learners who have graduated from the program and are currently working, an evening class was recently added to the program's services. This class meets from 6:00 p.m. to 8:00 p.m. one evening per week and is taught by the same instructors who teach during the day. First, the group eats dinner together, followed by parents and children engaging in PACT activities. Next, the children attend childcare while their parents meet in groups that serve as support groups. Literacy activities for the children pertain to the topic of working parents. The coordinator provided the example of reading a book with the children in which a family has to adjust to the mother's new schedule when she enters the workforce. The support groups provide an opportunity for the participants to see former classmates and to discuss any work-related concerns they might have.

Family Learning Center
McCormick, South Carolina

Structure and Administration

Program Organizational Structure. The Family Learning Center, a family literacy program located in Plum Branch, South Carolina, is implemented by the McCormick County School District, GLEAMNS Head Start, the McCormick County Literacy Association, and the McCormick County Department of Social Services. The McCormick County School District is the organizational base for the program. The center is co-located with a Head Start site that is operated by the GLEAMNS Human Resources Commission, a collaboration of community agencies located in seven South Carolina counties (Greenwood, Laurens, Edgefield, Abbeville, McCormick, Newberry, and Saluda). The family literacy program began in the 1992-1993, and has had Even Start funding every year since its inception except for the 1996-1997 program year. The Family Learning Center is governed by the adult education program, under the direction of the Assistant Superintendent of Instruction.

Program Location. McCormick County, South Carolina is a rural community of 8,000 people in which 30.1% of the children live in poverty; approximately half of the children are from single parent families; and the adult illiteracy rate is the second highest in the state. In McCormick County, the percentage of all births to teenage mothers is approximately 21.4 and the percentage of all births to mothers with less than 12 years of education is 24.3. Over a quarter of the adults in the county (28.9%) do not have a high school diploma. In 1994, the per capita income was $12,500. New resources are being brought to the area, however, because the county is an increasingly popular retirement community. Plum Branch, the community within McCormick County in which the Family Learning Center is located, has a population of approximately 100 persons. The adult education program is located in two trailers that contain classrooms, a computer lab, and program offices.

Family Literacy Program Operations

Overview. South Carolina's Temporary Assistance for Needy Families (TANF) program, called the Family Independence Employment and Training Program, requires that job-ready individuals participate in two weeks of job search activities in order to receive aid. In addition, individuals must participate in alternate work experience, and continue job search activities if they do not obtain a job after a 60-day search. Welfare reform laws in South Carolina restrict individuals from receiving welfare benefits after 24 months.

Program Structure. The structure of the family literacy program's day-time classes has changed little due to welfare reform. However, the content of the classes has been adapted in order to incorporate workplace issues. In addition to basic skills and GED preparation, topics that are addressed include job finding and keeping skills, goal setting, basic computer skills, and

balancing a job and family. The focus is on preparing parents for employment and/or on pursuing further education after they complete the program.

Several additions have been made to the program in response to welfare reform. These include creating the position of a job coach, adding a vocational education (building construction) component, and offering an extended evening class twice per week and a family night class that meets three times per month. The program staff continue to consider changes to address welfare reform, and met in late June 1998 with Dr. Jean Norman, a consultant from the University of South Carolina, to discuss a strategic plan for the program.

Adult Education. The family literacy program meets from 8:30 a.m. until 2:30 p.m. four days per week. On Mondays, Tuesdays, and Thursdays, the adult education component takes place from 8:30 a.m. until 9:45 a.m. More adult education instruction is provided following PACT from 11:15 a.m. until 12:00 p.m., at which time lunch occurs until 12:45 p.m. From 12:45 p.m. until 2:00 p.m., instruction is provided in adult education, job skills, and computer skills. Lastly, parents volunteer in the offices, cafeteria, or children's classroom from 2:00 p.m. until 2:30 p.m. On Wednesdays, the counselor conducts group and individual therapy and facilitates parenting and PACT activities. Adult education classes are not offered on Fridays, but the adult learners are encouraged to come in and work on the computers and/or volunteer in their children's classrooms. The extended adult education classes meet from 4:30 p.m. to 7:30 p.m. on Tuesdays and Thursdays, building construction classes take place from 5:00 p.m. until 8:00 p.m. on Mondays and Wednesday, and family nights occur from 5:00 p.m. to 7:30 p.m. on three Thursdays per month.

The adult education classes include a mix of whole group, small group, and individualized instruction. The program has used textbooks and computer software pertaining to job readiness and job keeping skills. A set of books that have been particularly successful is the Work Matters Series published by Contemporary. The series is comprised of the following five units: personal resources (values, skills, goals); career exploration; workplace skills; human relations on the job; and job search activities. Manuals from local industries, such as building construction, have been used to guide the instruction in the adult education component. The math skills and vocabulary used in the industries also have been incorporated into lesson plans. In addition, information regarding the requirements for passing the certification tests required by some industries has been included in the adult education classes.

Presentations have been given to the class by women who are in careers that are not traditionally female, such as postal workers, correctional officers, truck drivers, game wardens, and computer programers. Program participants also attended a career fair at a local technical school on how to obtain higher paying jobs that have traditionally been pursued by men. In addition, the program conducts tours of local industries, including the BMW plant and Walmart distribution center. On the day during which participants visited the BMW plant in Greenwood, they were asked to first watch a videotape about the plant's operations, which was followed by a question and answer session. Participants were then given a one and a half hour long tour during which they observed women working in nontraditional positions. Program staff selected the BMW plant because the

entry level jobs there pay relatively well and provide good benefits. Following the tour, learners are required to write about what they observed at the plants and to send thank-you letters.

Staff use the computer-assisted learning program, Educational Diagnostic Laboratory, for basic skills and GED instruction. However, as a result of welfare reform, they've also begun using INVEST, a software package developed for career exploration. This package includes assessments related to career attitudes, awareness, and aptitude. It introduces learners to over 150 careers, and learners complete a career survey that provides them with a list of careers that match their interests. Because of the opportunities in the community in building construction, the INVEST software pertaining to this industry was purchased for the class. These materials includes a description of the skills and credentials one needs to pursue a career in building construction.

Additional Services. As indicated above, the program has expanded the classes that are offered so that they now include an extended afternoon classes, construction education classes, and Thursday evening classes. The position of a job coach also was established in response to welfare reform. Additional services include outreach and home-based programs.

Extended Afternoon Classes. In order to accommodate working parents, extended afternoon classes that meet from 4:00 p.m. to 7:00 p.m. on Tuesdays and Thursdays have been added. Instruction includes GED preparation, adult basic education (math, language arts, social studies), workplace literacy, and computer skills. During the 1997-98 program year, approximately six learners attended these classes.

Construction Education Classes. The development of Savannah Lakes, a retirement community outside of McCormick, has created a tremendous need for entry-level construction workers. Since these jobs will pay an average of $8.00 per hour, they will provide an opportunity for welfare recipients to increase their income. In response to this employment opportunity, a vocational training component was added with a grant from the Upper Savannah Council of Governments, the agency that serves as an umbrella organization for regional activities in six South Carolina counties. Family literacy program participants are eligible to receive vocational training in the construction industry at McCormick County High School for six hours each week. The instructor is a high school teacher and a licensed contractor. He explained that after learners have completed his class, he encourages them to pursue an apprenticeship with the company that is constructing Savannah Lakes or to continue their education in construction at Peidmont Technical College. This advice supports the goal of the construction class, which is to have at least 90% of those enrolled be employed within 15 months of starting the class or to continue with advanced training. Another goal is for 60% of those enrolled to demonstrate mastery of the competencies of the South Carolina Department of Vocational Education Competencies for Building Construction and the apprenticeship standards of the M.B. Kahn Construction Company.

The construction education class uses the textbook "Modern Carpentry" and its accompanying workbook that are published by Goodheart-Willcox. The construction instructor explained that he uses these materials because, unlike other textbooks, they address building materials, tools,

and safety issues prior to discussing blueprints. The textbook is divided into seven broad sections, each of which is comprised of units. The sections are: Preparing to Build, including units on materials, tools, and safety; Footings, Foundations, and Framing; Closing In, including roofing, windows, and exteriors; Finishing, including thermal and sound insulation; Special Construction; Mechanical Systems; and Scaffolds and Careers. At the conclusion of each unit, there is a quiz and several "outside assignments" that involve hands-on activities such as finding a set of house plans, preparing a drawing of the framework, visiting a concrete plant, and studying the operations.

As part of their training, the adult participants have teamed with high school vocational education students in constructing a day care center that will be attended by children of preschool age. Currently, the center is being constructed on the high school grounds, but when it is approximately 85% completed, it will moved to its permanent location next to the Family Learning Center. The six family literacy participants who were enrolled in the construction class were observed as they worked on the wooden frame of building under the supervision of their instructor. The day care center will provide an important resource to the community because McCormick County currently does not have a day care service for children under the age of three.

Thursday Night Program. Evening sessions are offered from 6:00 p.m. to 8:00 p.m. on the first, second, and fourth Thursdays of each month. Approximately 14 or 15 families regularly attend these sessions. When the families arrive, a meal is served, providing the opportunity for them to socialize with one another. Other activities include PACT time, parent group time, adult education, assistance for children with homework, childcare, computer sessions, and special functions for holidays. The PACT activities for parents and children ages two to seven years center around the themes that were discussed during the daytime adult education classes. As an alternative to PACT, children who are older than seven (up to sixth grade) are assisted with their homework. During the parenting component, guest speakers may be invited, such as individuals with backgrounds in topics such as domestic violence, nutrition, and early childhood development. Parent time also includes a debriefing about the PACT activities and serves as a forum for the discussion of issues relevant to working parents.

Outreach Program. Three full-time home visitors provide services to 65 families, utilizing the Parents as Teachers curriculum. This curriculum teaches the parent to become the child's first teacher. Two sessions are held per week in public housing projects. Each session lasts for at least one hour and focuses on teaching parenting in which the adult and the home-based parent educators discuss issues pertaining to early childhood development. The sessions incorporate a specific time for parent-child interaction, during which the parent learns to support the child's development through play. In addition, a mobile classroom, consisting of a recreational vehicle containing 14 computers and parenting materials, is taken to local communities.

Job Coach. The job coach's responsibilities include finding work experiences for learners in local industries; planning for and accompanying learners on visits to local industries; conducting job skills discussions and activities with learners; and monitoring learners' performance and communicating these results to the program coordinator. In addition, the job coach visits the

building construction classes, serves as a liaison between the building construction instructor and the job site supervisor, and keeps abreast of the program's activities by attending weekly staff meetings. During the first months of his employment, he identified several possible barriers for program participants, including: lack of transportation, limited exposure to careers, intergenerational dependency on government aid, lack of motivation with regard to finding and keeping full-time employment, the threat of sanctioning prior to securing employment, and a lack of follow-up and transitional services once employment has begun. The program coordinator explained that the job coach has used these observations to guide his discussions with learners.

Early Childhood. The early childhood component takes place at a Head Start center and follows the High Scope curriculum. This curriculum includes a "plan, do, and review" sequence that helps to develop children's critical thinking skills. These skills are addressed in the context of topics such as: manners, senses, holidays, health, animals, and safety. It is designed to address children's development of skills pertaining to language and literacy, social relations, and classification and seriation. In addition, it includes movement and music activities. Teaching children colors, shapes, and numbers also is a key part of the High Scope curriculum. Integration with the other family literacy program components is attempted through the Thursday Team meetings.

Parenting. The parenting component is facilitated by an adult education instructor from 10:30 a.m. until 11:15 a.m. on Mondays, Tuesdays, and Thursdays, and by the counselor on Wednesdays. Topics may center around a theme that has been discussed during that week in the adult education and/or early childhood component. Topics for the parenting component, which is facilitated on Wednesdays by the counselor, have included parent-child relationships, domestic violence, dealing with teenagers, developing a budget, building self-esteem in children, male-female relationships, death and dying, health issues, career planning, community services, and helping children in school.

Parent and Child Together. The PACT component is facilitated by an adult education instructor from 9:45 a.m. until 10:30 a.m. on Mondays, Tuesdays, and Thursdays, and by the counselor on Wednesdays. Examples of PACT activities include reading about and constructing a gingerbread house, reading about animals and bringing pets to the center, working out a budget and going on a shopping trip, and reading about nutrition and competing a related activity. Since welfare reform, PACT activities have addressed work-related topics such as completing a toy or puzzle that has a work theme. As is the case with the other components, an attempt to integrate this component is made through discussions at the Thursday staff meetings.

Recruitment, Enrollment, and Retention

Program Participants. Individuals who are eligible for the family literacy program include adults who are receiving government assistance and who have less than one year to continue to receive this aid. At the beginning of the 1997-1998 program year, demographic data were available for approximately 29 participants who ranged from 20 to 47 years of age. Approximately 93% of these participants were African-American and 97% were female. The

highest grade level completed by these participants ranged from grade 8 to 12, and their incomes ranged from below $3,000 to between $20,000 and $25,000. Approximately half of the participants were employed at the beginning of the year.

Recruitment and Retention. The program receives referrals from the Department of Social Services, Head Start, and from the home-based staff. Participants also have been recruited through a collaboration with a hospital-based program in Greenwood, South Carolina. Staff in the program, Born to Read, visit new mothers in the hospital and provide children's books to them, explaining the importance of reading to children. The Families Learning Together program makes contributions to the Born to Read program, which in turn provides referrals.

When prospective learners enter the program, the coordinator or an instructor describes the program to them and may ask them to attend a Head Start orientation if one is being offered at that time. Upon enrollment, new learners are require to complete several forms, including an initial data report that includes demographic information about participants and their children, their work history, and their goals. In addition, a plan of action is developed for each learner at intake. Currently, the largest obstacle to retention in the program is that learners often drop out of the program because they have started working.

Staff

Staff Roles and Responsibilities. Staff who work for the Families Learning Together program include the coordinator, two adult education instructors, three home-based parent educators, two early childhood instructors, a construction instructor, a computer instructor, a job coach, a counselor, and the Assistant Superintendent for Administrative Services. One of the three adult education instructors also teaches parenting and PACT. Two of the adult education instructors work part-time. The two home-based instructors also work in the Thursday evening sessions and are employed full-time. In hiring new staff, the Assistant Superintendent for Instruction makes recommendations to the District Superintendent.

As a result of welfare reform, a job coach and an adult education instructor were hired. The Assistant Superintendent for Instruction explained that she would like to create a new full-time position combining the responsibilities of a job coach and case manager. Since they've been using a job coach, she has observed that each family has such individual needs that they need to be approached on case-by-case basis.

Staff Qualifications. The adult education teachers have Bachelor's degrees. In making hiring decisions, the Assistant Superintendent for Instruction considers a prospective employee's human relations skills as well as his or her credentials and experience.

Staff Development and Training. Instructors are not evaluated by the program. However, they are observed during site visits conducted by staff from the South Carolina Department of Education. Every Thursday from 11:00 a.m. to 1:00 p.m., Team Planning meetings are held that are attended by the coordinator, instructors, counselor, job coach, building construction

instructor, and representatives from Head Start and DSS. These meetings provide an opportunity for team members to share what they are working on in their respective components and to ensure that the components are coordinated. According to the Assistant Superintendent for Instruction, the purpose of the team meetings is promote the integration of the different components and to make sure that job skills are incorporated into them. Beginning in the fall, learners will be invited to attend the team meetings so that they may serve as their own advocates. Meetings will be attended by one learner at a time who is paired with a team member. The team member with whom the learner is paired will help the learner feel more comfortable in the role of an advocate.

Instructional staff attended NCFL implementation training in North Carolina and they have attended technology and case management trainings conducted by the state. Family literacy staff attend several conferences each year as well, including those held by the NCFL, the South Carolina Association for Rural Education (SCARE), Head Start, and the South Carolina Department of Education. Even Start staff development activities also are held every few months by the state, and one of the adult education instructors attended a staff development session on nontraditional careers.

Collaborations with Agencies and Businesses in the Community

Collaborations with Community Agencies. The agencies with which the McCormick County School District collaborates in operating the program include GLEAMNS Head Start, the McCormick County Literacy Association, and the McCormick County Department of Social Services. Through a signed Memorandum of Agreement, each of the agencies agrees to provide certain resources to the program.

The McCormick County School District, the fiscal agent for the program, provides the following:

- two home visitors' salaries;
- transitional services from Head Start to public school;
- administrative services;
- project coordinator's salary;
- counseling services;
- the Family Learning Center facilities and maintenance of the facilities;
- the vocational instructor's salary; and
- experienced staff to assist with program implementation.

The services provided by the three partnering organization are as follows:

GLEAMNS Head Start:

- transportation;
- meals;
- High Scope curriculum and training for staff; and

- coordination and supervision of staff.
- referrals and collaboration

McCormick County Literacy Association:

- referrals; and
- volunteer tutors.

McCormick County Department of Social Services:

- referrals;
- technical assistance from director;
- training in "Family Independence Act;" and
- assistance with childcare and transportation.

In order to coordinate the service of different agencies in the community, the McCormick County Coordinating Council (CCC) was formed by the Department of Social Services in 1992, with the school district as a charter member. Several key partners involved in the Family Learning Center are members of the CCC, such as Head Start, DSS, the Chamber of Commerce, the Literacy Association, the Health Department, the town library, the Upper Savannah Council of Governments, the Mayor's office, law enforcement, and coordinators of the school district's adult education, vocational education, and early intervention programs. Since each of these agencies has at one time worked with AFDC recipients, the program staff saw a need to form an umbrella agency to coordinate services. Currently, the council is in the process of seeking 501(c)3 status. The council meets once per month and sponsors an annual Family Day, an event featuring activities for families from McCormick county that is held on a Saturday in April. Two of the council's newest members are representatives of the American Cancer Society and a residential center for abused children. Since the chair person of the Coordinating Council is the Director of DSS, topics related to welfare reform are a large focus of the monthly meetings.

The Families Learning Together Program also has participated in the activities of SCARE. SCARE began in 1993 when the McCormick County School District invited representatives from across the state to convene to discuss issues related to rural education. As part of its service to rural education, the association hosts the annual South Carolina Conference on Rural Education, as well as a variety of smaller conferences and educational activities.

Community Resources. The local Center for Mental Health provides counseling and parenting workshops for learners and the local Health Department provides workshops on nutrition and treatment for substance abuse issues. A very important resource for parents of children over six years of age is the state-funded ABC childcare voucher program. Through this summer program, children of mothers who are working or are in training programs can participate in day care. Parents pay according to their income, with the maximum expense being nine dollars per week. Some of the community resources (i.e., Center for Mental Health) may serve as supports for parents who are transitioning to the workplace.

Collaborations with Community Businesses. The family literacy program has an informal agreement with Cooper Homes, the construction company that is building the Savannah Lakes retirement community. Construction class graduates, along with McCormick High School's school-to-work program graduates, may be selected for a paid field placement with Cooper that serves as an apprenticeship in building construction. Due to a recent reorganization within the Cooper Homes company, the program's relationship with them has been weakened. However, an employee in the education and community relations area of the M.B. Kahn Construction Company, one of the largest general contractors and construction management firms in the U.S., is working with the program staff in order to strengthen their relationship with Cooper Homes.

Program Budget and Funding

The total program budget is $198,000. The largest source of funding is Even Start ($84,000). The program had Even Start funding for the first four years it operated, but lost its funding for the 1996-1997 school year. However, after making program improvements, Even Start funding was resumed during the sixth year. Other major sources of funding are the Carl D. Perkins Vocational and Applied Technology Education Act grant, which provides $50,000; the Rural Initiative Grant, which provides $30,000; the South Carolina Department of Education's Adult Education Program and Literacy funds, which provide $20,000; and NCFL funding, which amounts to $25,000. A lumberyard operated by Georgia Pacific provides materials for the new day care center.

The Carl D. Perkins Vocational and Applied Technology Education Act grant, which is in its third year, supports "single and pregnant women and displaced homemakers" who are interested in careers that are not traditionally pursued by women. Technical assistance from the National Center for Family Literacy is supported through the Rural Initiative Grant. A Drop-Out Prevention Grant from the Upper Savannah Council of Governments funds a summer program for women ages 16 to 21. This grant supports six weeks of on-the-job training and adult education (pre-employment skills and GED preparation) classes in the evenings. Another grant from the Upper Savannah Council of Governments, Nontraditional Education for Women (NEW), supports year-round on-the-job training and adult education classes for women who are age 21 and older.

Data Collection and Evaluation

The majority of the data that the program collects are those that are required by the National Center for Family Literacy. In addition, the Family Learning Center also provides data for the national Even Start evaluation. In order to assess the reading, language, spelling, and math skills of the participants, the TABE is used. Learners are tested at enrollment, after they have received 100 hours of instruction, and again at the end of the academic year. A Parent Survey, which collects information about the parent's degree of involvement in their child's literacy development and school community, also is administered three times, as is a Parent Index, designed to assess the parent's self-esteem and locus of control orientation. Staff also are asked

to complete a rating of parent-child interaction and an anecdotal record form three times a year. Children are assessed (three times during the program year) with the Child Observation Record (COR), which includes six areas that correspond to the High Scope curriculum: initiative, social relations, creative representation, music and movement, language and literacy, and logic and mathematics.

In addition, the program is being evaluating by two professors from the Community Education Department at the University of South Carolina. The evaluation focuses primarily on assessing the attainment of participants' goals that were established at the outset of the program (i.e., participants will average a two grade-level gain on the TABE, participants will spend a minimum of 30 minutes daily in quality leisure time, reading and discussing with their children). Participants in a Head Start program in a neighboring community are serving as a control group. The construction class has not been evaluated.

Advancing Learners to the Next Stage

Achievements. Over the course of the 1997-1998 program year, 10 learners found employment, three obtained their GEDs, two entered AmeriCorps, one began training to be a truck driver, and one got a promotion in her job at a prison.

Next Steps. When a family exits the program, staff are required to submit academic or developmental records for both the child and parent to the National Center for Family Literacy. In addition, instructors are required to complete a Family Exit form that documents the reasons or conditions for the family leaving the program, information about services the family received during the program year, progress toward the GED or other goals, the parent's educational and job status at the time of exit, and the developmental status of the child or children who were enrolled.

The program coordinator indicated that exit plans and follow-up are areas that program staff need to discuss, because not enough is done to support learners once they enter the job market. Once they obtain jobs, however, learners may stay in touch with program staff, who often meet informally with learners after they leave the program.

Families Learning Together
Fort Wayne, IN

Structure and Administration

Program Organizational Structure. Families Learning Together is a family literacy program operated by the Three Rivers Literacy Alliance. The Three Rivers Literacy Alliance is a not-for-profit agency that provides literacy and basic skills instruction for adults. In addition to family literacy, the Three Rivers Literacy Alliance operates workforce literacy programs, a program that provides books to low-income families, and a volunteer reading program at childcare centers. It also sponsors learning centers that primarily consist of ABE and GED programs co-located in churches with childcare centers. The director of the Three Rivers Literacy Alliance chairs a governance council that meets once per month. Other members of the council include the program coordinator, representatives from local community agencies, public schools, the Foellinger Foundation, and Head Start.

Program Location. The program is located in Fort Wayne, a city of 180,000, which is located in Allen County, a northeastern Indiana County with a population of just over 300,000. Since its inception four years ago, Families Learning Together has two had sites: the East Wayne site is located in a church with an adjacent Head Start center; the other site is housed in Adams Elementary School, which includes a preschool. The Adams Elementary School site was the site that participated in the National Center for Family Literacy's Family Independence Initiative and is the subject of this case study.

Family Literacy Program Operations

Overview. Indiana's statewide welfare reform program, Indiana Manpower Placement and Comprehensive Training (IMPACT), mandates that able-bodied recipients of Aid to Families with Dependent Children (AFDC) are limited to 24 consecutive months of aid. Credit may be earned for one month of assistance and for each six consecutive months the individual is employed, with a limit of 24 months of credit at a time. The 24-months-then-work limit is incorporated into the state's Partnership for Personal Responsibility (PPR) program. Recipients of TANF benefits must sign an enforceable personal responsibility agreement that includes a mandatory family cap provision. All recipients must register at a Workforce Development Office and accept any reasonable employment.

Formerly, the Families Learning Together program served a variety of families that had preschool age children. In order to continue to provide services to families following welfare reform, however, the program has focused on two at-risk populations who are being served by residential treatment centers: teenage mothers and mothers who are recovering from the use of alcohol and drugs. The program coordinator explained that the work requirements for these populations are not as strict. She further explained that since the literacy program was going to lose participants because of welfare reform and the women served by the residential programs

need literacy skills, the collaboration would be beneficial to each of the parties involved. Another change that has been made to increase the number of participants has been to include families with children who are in a broader age range than those traditionally served by family literacy programs.

Program Structure. At the Adams Elementary School site, seven of the 17 participants are teenage mothers who are being served by Whitington Homes and Families, a residential center for young, unmarried mothers and their children. The children also may be enrolled at Adams in grades beyond preschool. The decision was made to target this population because under the new welfare law, teenage mothers are permitted to attend 25 hours of educational activities per week. In addition, the Adams site serves four women who are recovering from the use of alcohol and drugs and live with their children in Transitions, a residential treatment center that was established by the Fort Wayne Women's Bureau. Because of the severity of the problems of these women, welfare laws pertaining to their work requirements are less restrictive. Families Learning Together does not have a formal, written agreement with either of the residential centers from which it recruits participants.

Adult Education. The schedule for the adult education component at Adams Elementary School is as follows: math is taught from 8:50 a.m. to 9:20 a.m. each day, followed by language arts from 9:20 a.m. to 10:00 a.m., and silent reading from 10:10 a.m. to 10:30 a.m. Independent study takes place after lunch from 11:55 a.m. to 12:30 p.m. and parenting takes place from 12:30 p.m. to 1:30 p.m. More independent study occurs after parenting from 1:30 p.m. to 2:30 p.m. followed by social studies or science from 2:30 p.m. to 3:00 p.m.

Due to welfare reform, the adult education component now addresses work preparedness issues. The instructor who was interviewed noted that he has enjoyed working with the work-related materials published by Steck-Vaughn and Optimum. He explained that the Steck-Vaughn Workforce Literacy and Math in the Workplace Series are very helpful because they include good examples of work-based applications for instructors. In addition, he uses a variety of real world materials such as magazines and newspapers. In order to assess learners' progress before using new material, he administers quizzes, such as weekly spelling tests. For learners who read at the 8.9 grade level or above (as indicated by the TABE), GED preparation is offered.

Computers are used in class for educational games and to build typing skills. IBM-compatible computers are used for word-processing and Macintoshes are used for games such as Solitaire, which teach learners how to use a mouse, and Supermunchers, a math game. Every Friday, the adult education instructor meets with the early childhood instructor to share what they are doing in their respective classes.

Additional Services. As part of the new focus on careers, the program coordinator has worked with staff at various workplaces to arrange for tours for program participants. In addition, representatives from several work sites have visited classes and given presentations.

Workplace Visits. Participants have been given opportunities to visit a number of workplaces. They went to a residential treatment center to observe the wide variety of jobs it offers. In addition, participants have visited Tolkheim, a gasoline pump manufacturer, and Aeroquip, a manufacturer of air conditioner parts. The program asks the workplaces to explain to program participant the training that is required for various positions, as well as the skills that employees need to keep their jobs.

Workplace presentations. Presentations have been made by individuals from the Small Business Association, the Office of Workforce Development, and Job Corps. In addition, participants are provided with information about community agencies that will help them with work issues, and they are given exercises to develop their job-seeking skills, such as working on resumes and using classified advertisements to identify job opportunities.

Volunteer Jobs. In addition to the volunteer work opportunities provided by Adams Elementary School, other opportunities for learners have been provided by a local hospital through arrangements with the hospital's volunteer coordinator. Job shadowing was planned but has not gotten underway because the program coordinator is concerned that participants may not consistently attend the shadowing event or be punctual. Over the 1997-1998 program year, two participants volunteered at the school and one volunteered at a hospital. The principal of Adams Elementary School worked with a staff member at the local Indiana IMPACT office to enable a family literacy participant's volunteer work to count as a job under the TANF laws. This was facilitated by the fact that the program coordinator formerly worked as a consultant for the local IMPACT office and is therefore acquainted with their staff.

Early Childhood. In order to accommodate the children of participants who are not old enough for Head Start, the Head Start site (East Wayne) has added a childcare center for infants who are six weeks old. This center is open for four hours per day because this is the maximum number of hours that are permitted for childcare centers in Indiana that are not licensed. In order to have enough participants at Adams Elementary, the program includes mothers whose children are slightly older (kindergarten age) than those traditionally served by family literacy programs. The preschool at this site includes both family literacy participants and Parent Involvement participants. The Parent Involvement Program was started in 1997 by the principal at Adams because at that time, it did not appear that the Families Learning Together program would continue due to lack of funding. (The program was able to continue with funding from the Foellinger Foundation.) The Parent Involvement Program, which does not have an adult education component, offers participants to opportunity to volunteer in their children's classroom at least one hour per week and attend monthly parent meetings.

At the East Wayne site, the early childhood component is offered at a Head Start program. At the Adams Elementary site, the early childhood instructor follows the preschool curriculum developed by the Fort Wayne City Schools. This curriculum promotes the development of children's cognitive and social skills through active exploration and interaction. Learning stations are set up around the room at which children learn to identify shapes and colors, work with computers, engage in art activities, learn science, and play at a sand and water table.

Parent Time. At Adams, parents take turns choosing the topic for parent time that takes place from 1:30 p.m. to 2:30 p.m. Speakers often come to the site to give presentations. On the day of the site visit, the topic that had been chosen was dating and domestic abuse. Parent time also has been used to discuss changes due to welfare reform. The various childcare arrangements available to parents in Fort Wayne have been a topic, for example, since many of the participants have younger children in a variety of day care situations.

Parent and Child Together. The frequency with which PACT time takes place varies from one to three times per week, depending on participants' situations. Adult participants who do not have a child on site are paired with other children in the preschool so that they may engage in activities that promote their children's learning. In addition, the program coordinator facilitates parent-child activities on Fridays when she visits families who live in the residential facilities of Whitington and Transitions. PACT activities usually are based on what the children are doing in the early childhood component of the program.

Recruitment, Enrollment, and Retention

Program Participants. During the 1997-1998 program year, there were 17 participants at Adams. Of these participants, 29% were white and 71% were African-American. At the time they enrolled in the program, participants' ranged from 16 to 46 years of age (with an average age of 25), and their children's ages ranged from a few months to 12 years of age. Out of 19 participants at East Wayne, 26% were white, 5% were Hispanic, and 69% were African-American.

Recruitment and Retention. Whitington and Transitions provide a substantial number of referrals to the program. In addition, the Foellinger Foundation began an independent case management system that provides referrals. When a family is interested in the program, the first step is either for the coordinator to plan a home visit with them or for the parent to visit the program. Prospective learners then complete registration materials for the family literacy program and Head Start (if applicable), and take the TABE. Currently, no career-related assessments are completed at the time of enrollment, but the coordinator indicated that this may change in the near future. The largest obstacles to retention are participants' moving away or obtaining jobs.

Staff

Staff Roles and Responsibilities. An adult education instructor, an early childhood education instructor, and two teaching assistants are at both sites. The instructors are full-time, while the assistants may be full or part-time. An adult education instructor, the program coordinator, and one of the social workers were hired in 1997. Responsibility for hiring staff varies depending on the site and the funding source. Day-to-day decisions regarding the programs are made by staff on site. Larger programmatic or fiscal decisions are made by the executive director of the Three Rivers Literacy Alliance, along with the governance council.

Staff Qualifications. The adult education and early childhood education instructors at Adams both have Master's degrees. Since East Wayne is a Head Start site, the instructors are required to have only high school diplomas or GEDs. The adult education instructor there, however, has a Bachelor's degree.

Staff Development and Training. Staff have participated in the National Center for Family Literacy's implementation training and 12 staff attended the NCFL's conference this year. In addition, the program coordinator meets with the staff from both sites (together) twice per month. The governance council meets once per month.

Collaboration with Agencies and Businesses in the Community

While the Families for Learning Program works with a variety of agencies in the community, the two agencies with which it works most closely are those that provide residential treatment for participants of the program: the Whitington Homes and Services for Families and Transitions. As indicated above, the program has no formal interagency agreements with these agencies. However, the program maintains close relations with them and the coordinator has frequent contact both in person and over the phone with social workers from each of the residential centers.

Program participants are provided with information about agencies and businesses in the community that can assist them with their job search or provide job opportunities. For example, the local Office of Workforce Development works one-on-one with learners to develop job seeking and job keeping skills, as does Job Works and the Anthos Career Center. The Educational Opportunities Center also provides services pertaining to job-finding and job-keeping. The program coordinator explained that the local TANF office is deliberately located in the same building as the Office of Workforce Development, legal services, Council on Aging, and Office of the State Prosecutor's staff so that TANF recipients may receive multiple services in one location.

Learners also are provided with information about a JTPA-funded training program for nursing assistants sponsored by a Lutheran college and hospital. One learner has completed this program and another is currently enrolled. Other agencies about which information is provided to participants include Healthy Families, a local social service agency that offers support regarding parenting issues and employs social workers in various settings throughout the community. In addition, a representative from the Early Childhood Alliance gave a presentation to learners about the benefits and shortcomings of different kinds of childcare arrangements. Other community agencies that provide services for learners include Community Action for Northeast Indiana that helps low-income families find childcare; Stop Child Abuse and Neglect that helps separated family members set up visitation schedules; and the Center for Non-Violence that assists with conflict resolution and anger management.

Program Budget and Funding

The total program budget is $266,593. Funding is provided by the Foellinger Foundation, Head Start, Fort Wayne Community Schools (FWCS), and state ABE. In the Spring of 1997, the Foellinger Foundation agreed to provide funding ($147,000) for the program if the program would consent to taking part in an evaluation.

Data Collection and Evaluation

The TABE is administered to parents in the Families for Learning Program, and the Child Observation Record (COR) and Sulzby are used with their children. As part of its agreement with the Foellinger Foundation, the program is participating in an evaluation that is being conducted by an independent consultant from Indianapolis. The consultant is the former Director of Adult Basic Education for the state of Indiana.

Advancing Learners to the Next Stage

Achievements. Out of the 13 learners who had high rates of attendance at the Adams site, nine gained employment during the course of the program year. Four of the nine women who were enrolled by the end of the program year participated in training programs (CNA, clerical). Five of the 13 participants passed the GED, and one is still awaiting her results.

Next Steps. Prior to leaving the program, learners are provided with information about agencies in the community that will offer assistance with family or career issues. For those who have attained a GED, the Educational Opportunities Center—a local agency—helps with further career plans. Another agency that will assist with job preparation is Job Works, which offers help with job awareness, job seeking, and job keeping.

After mothers leave Whitington, they continue to meet with their case manager and are monitored for one year. At both residential centers, mothers usually move to nearby housing prior to living independently. The program coordinator noted that since it is a relatively small community, she and other program staff often stay in touch with former participants. At Adams, this is facilitated because many former participants have children who continue to attend school there. In addition, the program held a Reunion Day, to which all of the participants from the past four years were invited.

Literacy Volunteers of America-Chippewa Valley
Eau Claire, Wisconsin

Structure and Administration

Program Organizational Structure. Literacy Volunteers of America of Chippewa Valley (LVA-CV) began in 1986 when a small group of citizens met to discuss the possibility of providing literacy services to people in the western Wisconsin counties of Chippewa, Eau Claire, and Dunn. The group decided to affiliate with the national LVA organization and funding was provided through federal grants, local businesses, private donations, and the United Way. Space for offices and volunteer tutor training was provided by the L.E. Phillips Memorial Public Library in Eau Claire. In 1988, the LVA-CV family literacy program was created in partnership with Chippewa Valley Technical College, the Eau Claire Public Schools, the Department of Human Services, and the local YMCA.

A volunteer Board of Directors is the governing body for the LVA-CV. The board, which meets monthly, has two advisory committees that in turn have five standing committees. The LVA-CV Council is comprised of education and business leaders, while the Family Literacy Advisory Committee consists of representatives from LVA-CV partners. The standing committees, which operate independently of the advisory committees and provide direction to the Board of Directors, include: the Executive Committee, Fund Development Committee, Program and Planning Committee, Public Relations Committee, and Board Development Committee. Operational decisions are made by the Board's Executive Committee in conjunction with the Family Literacy Advisory Committee.

Program Location. The central office of the Literacy Volunteers of American-Chippewa Valley is located in the L.E. Phillips Memorial Public Library in Eau Claire, Wisconsin. Eau Claire, a city located 90 miles from Minneapolis in western Wisconsin, has a population of approximately 75,000. The library also provides space for program coordination and record keeping, tutoring, meetings, a computer lab, and tutor training. In addition to the central office, there are three outreach sites: Lowes Creek Integrated Learning Center, the YMCA in Eau Claire, and an elementary school in Dunn County.

Family Literacy Program Operations

Overview. Wisconsin's experiment in welfare reform, Wisconsin Works (W-2), was enacted on September 1, 1997. W-2 made cash benefits and employment services available to all low-income families with children except those headed by a parent under age 18. It pays benefits only to those who work or engage in other required activities, and it does not increase benefits for family size. Families with incomes below 165% of poverty are eligible for subsidized health care and childcare. Each hour of required activity causes a benefit cut of $4.25 (federal minimum wage when the plan was enacted).

Program Structure. In response to this legislation, the family literacy program had to adapt to accommodate learners who were required to work 15 to 30 hours, depending on the readiness of the participant. For example, some English speakers of other languages (ESOL) learners may receive work credit for their participation in class, but others with more advanced English language skills are required to work full-time. Previously, in addition to promoting basic literacy skills, the LVA-CV family literacy program was very focused on strengthening the parent-child relationship. Parents were encouraged to take an active role in their children's education and learning. Following the onset of welfare reform, one of the first changes was to establish sign in and sign out procedures in order to make the classroom more similar to a workplace. Since then, day time classes were shortened and an evening class was added to accommodate learners' work schedules. Because of the reduction of time spent in class, PACT activities were reduced to approximately one day per week. The program also expanded day care services and arranged the provision of full day childcare as well as transportation to and from classes.

Prior to welfare reform, the program had many mandated students. Currently, they receive few referrals because GED preparation is not an allowable activity under the welfare law. Instead, much of the instruction now focuses on employability skills, such as interviewing and applying for jobs. At the YMCA site, in addition to workplace skills, the emphasis is also on improving learners' reading, writing, and language skills sufficiently so that they can pass the U.S. citizenship test.

Adult Education. Currently, the Literacy Volunteers of America-Chippewa Valley offers both day and evening family literacy classes. Daytime classes take place on Mondays through Thursdays from 9:00 a.m. until 12:00 p.m. at both the Lowes Creek Integrated Learning Center and the Masonic Lodge. In addition, Hmong parents have the option of attending classes from 5:30 p.m. until 7:30 p.m. on Wednesday nights at the Masonic Lodge. At the Dunn County site, classes meet in the evenings two nights per week.

Following welfare reform, instruction still focuses on improving learners' reading, writing, and speaking skills, but it has had to adapt to learners' changing needs and situations. Therefore, topics such as attaining citizenship and job finding and keeping skills are addressed. Some of the class content has involved promoting problem solving skills, in which the instructor uses work situations in which learners have found themselves as examples for discussion. A topic that has been addressed consistently is learning to balance work with family life.

The target site for this study was the YMCA, where classes were observed. In the classes at this location, learners were taught as a group. The instructor began the morning class by asking learners to identify the day and date. The next activity was an exercise in which the instructor dictated sentences and the learners wrote them down. During this time, the teacher's aide moved about the room in order to provide learners with individual attention. The final activity was an explanation of an activity that learners could engage in with their children.

Additional Services. In response to welfare reform and the requirement that parents work, the program has created several additional services. These include two programs that are based in the workplace, as well as a book series that addresses workplace issues.

Language for Work. Every Friday, the Chippewa Valley Technical College provides instructors for "Language for Work, " a lunchtime program for Hmong learners. These classes are attended by the 32 morning program participants. The curriculum was developed specifically for the Hmong and includes workplace vocabulary, career awareness, and job search skills. Fifteen basic competencies are covered during the class, including: developing learners' abilities to understand classified ads, applications, and resumes; interacting with coworkers; discussing raises and promotions; and understanding pay, benefits, and job responsibilities.

Reading in the Workplace. Another new addition is the Reading at the Workplace program, which is attended by the 15 learners who participate in the evening literacy class. Designed to be similar to Reading is Fundamental (RIF) events, the program meets at lunch time monthly or bi-monthly and allows learners to select books for their children. A volunteer for LVA facilitates the events, although LVA staff may attend them. The volunteer also uses this time to remind employees that classes are offered in the evenings and connects them with tutors if they express an interest. Thus far, LVA has established partnerships with two employers for this project—the Career Development Center (CDC) and Northern Designs, a lampshade factory. The owner of the lamp shade factory also helps identify "a word of the day" and other signage to help the Hmong learn English for the workplace, and she encourages tutors of her employees to come to the factory to see the language that they use at work and what their jobs entail. On a visit to this factory, Hmong women were observed sewing and constructing lampshades. The factory owner commented that the Hmong employees have a strong work ethic and tend to be talented seamstresses. When the lampshade factory was visited, Reading in the Workplace also was observed. Although the employees were reluctant to speak, they did communicate through a translator that their children enjoyed the books they had chosen for them.

Shared Umbrella Series. The Shared Umbrella book series was designed to provide low-level readers with information about workplace issues, the expectations of employers, balancing work and family life, and preparing for U.S. citizenship. It was developed by a freelance writer and an artist in consultation with the LVA-CV's executive director. The vocabulary used in the stories averages below second-grade level and the books may be used either between learner-tutor pairs or in the classroom. To develop the series, LVA-CV held focus groups to determine the issues that are relevant to the Hmong and used the information to guide the development of the series. After drafts of the books were completed, they were piloted with tutors and learners. Tutors provided feedback about learners' reactions, and the author and artist edited the books accordingly.

Early Childhood. The early childhood component has changed little due to welfare reform. Children are able to attend the Family Literacy Preschool program Monday through Friday, on either a full or part-time basis. At both sites, they may participate in the mornings from 9:00 a.m. to 12:00 p.m. when adult education classes are offered, or they may stay for full day care. Hmong children between the ages of three and eight years old also have the option of participating from 5:30 p.m. until 7:30 p.m. on Wednesday at the Masonic Lodge.

In addition to the early childhood teacher, local university students assist in the classroom through their involvement with service learning or the federal work study program. In the evening class, children are permitted to engage in the activity of their choice for the first 15

minutes, followed by another 15 minutes during which stories are read. Next, activity time occurs for 30 minutes followed by "Reading Friends," during which a staff member works with kindergarten and first graders. University students also work with the students during this time. During the last half an hour of the program, the children swim and eat a snack.

Teachers facilitate children's learning in six developmental areas used by the High Scope model. In accordance with these areas, activities are designed to promote children's initiative, social skills, creative expression, language and literacy development, and logic and math skills. Music and movement activities also are included.

Parenting. Because of the reduction in class time due to welfare reform, the parenting component also has been reduced. Discussions about balancing families and careers are held in morning classes, but often parent time takes the form of one-to-one support that occurs at the workplace or support that is provided at home by a volunteer. In addition, parents have the option to partake in "Reading on the Run," which involves checking out a bag with parenting books and videos.

Parent and Child Together. The reduction of classes from full day to only mornings or Wednesday nights also has resulted in a reduction in PACT activities. However, all families participating in the morning and Wednesday evening classes receive memberships at the YMCA to promote further family activities. In addition, LVA-CV sponsors a monthly family field trip.

In the PACT classes that were observed, the last hour was devoted to describing activities for parents to try with their children. During the evening class that was observed, the teacher discussed writing a story with one's child, which entailed the parent reviewing the steps that should be taken such as talking and thinking about the story, practicing the story, and actually writing the story. Following this instruction, the adults went to their children's classrooms in order to engage in the book writing activity. In several instances, it was apparent that the children were taking the lead in composing the story and were helping their parents with writing in English. In the morning class that was observed, another parent-child activity, reading a children's book, was demonstrated by the instructor and her aide. They read the book "Rosie's Walk" with the class and translated the words that were not familiar to learners.

Recruitment, Enrollment, and Retention

Program Participants. Participants are residents of three counties: Dunn, Chippewa, and Eau Claire. Participants at Lowes Creek speak English and are considered higher-level Hmong learners. The target population at the Masonic Lodge/YMCA site are Hmong parents with low-level reading, writing, and language skills. At that site, 32 learners attended classes during the day and 15 learners attended during the evenings over the course of the 1997-98 program year. Almost all of them (approximately 94%) were women, whose ages ranged from mid-twenties to mid-fifties. Of the children attending daytime classes, 15 were three years old, nine were four years old, and eight were five years old. During the evenings, the program had contact with 38 children. Families with more than one child in the target age range were permitted to allow children to attend the program alternately. In the evening program, 10 children were in preschool

or kindergarten, eight were in first grade, 10 were in second grade, five were in third grade, and five were in fourth and fifth grades.

The Hmong community is organized in extended families known as clans. In Eau Claire, there are nine clans that each contain approximately 20 families. Each clan selects a leader. The bilingual teaching assistant, a clan leader himself, indicated that his role is to act as a problem solver and a mediator in family disputes. He also explained that Hmong families tend to be quite large because they want to ensure that younger generations care for their elders. In the Hmong culture, mothers care for their children exclusively and do not work outside of the home. The executive director shared her observation that this has resulted in an added challenge for Hmong families in adjusting to the women's new roles as workers.

Recruitment and Retention. Some participants have been recruited from the agencies that collaborate with LVA-CV. The bilingual teaching assistant also has served as link between the program and the Hmong community. In some cases, he has gone door-to-door to recruit families for the program. Public awareness of the program is promoted through newsletters and events such as the spelling bee and Celebration of the Stars. Beginning in the Fall of 1998, a media campaign promoting the literacy program and recruiting learners will be implemented through radio, television, and newspaper coverage. When a learner enrolls in the program, the first step is to meet with an instructor to discuss his or her goals and how the program might help the learner attain them.

Since the onset of welfare reform, the largest obstacle to retaining learners is the fact that many of them are working full-time. More learners are now working individually with tutors or are attending classes on an abbreviated schedule. Instruction also has been adapted so that it corresponds specifically to the skills that are essential in the workplace. Transportation is provided for families to and from the program, which has helped improve retention rates.

Staff

Staff Roles and Responsibilities. At the Lowes Creek site, there is an ABE instructor, a preschool teacher, an ESL preschool teacher, and a Head Start teacher. At the YMCA site there is an ABE instructor, two bilingual teaching assistants, a preschool teacher, and two preschool teacher's aides. All of these instructors are paid staff. From time to time, the executive director will observe classes to informally assess teachers' performances. In addition to teaching, instructors are responsible for maintaining daily records and gathering data for evaluations, as well as facilitating communication between families and staff. The adult education instructors also are responsible for soliciting referrals, coordinating with other service providers to meet families' needs, and conducting needs assessments and evaluations. The bilingual teaching assistants serve as crucial links to the Hmong community. The teaching assistant who was interviewed explained that he helps Hmong families with paperwork concerning welfare laws.

Five university students from two University of Wisconsin campuses assist in the children's classrooms. Their participation is especially helpful to the program because it allows for more one-on-one participation in the classrooms. Over the course of the program year, the students

contributed a total of 272.5 hours to the preschool program. Prior to working with the program, they receive a brief orientation to the classroom, a description of the program, and a list of expectations for volunteers.

Volunteer tutors play a large role in LVA-CV. Tutors are asked to to volunteer for at least six to nine months for four hours each week. The majority of tutors remain for more than nine months. Several tutors explained that volunteering for LVA-CV gave them a sense of satisfaction after retiring from the workforce. The executive director noted that approximately 50% of her time is spent providing support to tutors. All tutors must first attend a 16-hour training. Part of training consists of exercises designed to show tutors what it feels like to be an adult learner. Over time, the training has changed to include a greater focus on workplace issues and workplace literacy than it did previously. In addition, tutors have recently been assisting learners who work at the Career Development Center with the skills that they will need to obtain higher-level jobs.

Staff Qualifications. The executive director of LVA-CV has a Master's degree. The adult education lead instructor at the YMCA site has a Master's degree in special education, as well as experience teaching children. Her teaching assistant has a Bachelor's degree and is certified in childcare and has experience working with adults. The preschool teacher at the YMCA site is certified in preschool education and has a Master's degree, while her aide is certified in childcare and has a high school diploma. The adult education lead instructor at Lowes Creek has a Master's degree in education and the preschool teacher has a Master's degree and childcare certification. The remaining staff at Lowes Creek have at least Bachelor's degrees as well as any certification that is required by the Eau Claire Public Schools.

Staff Development and Training. Staff fulfill all state certification requirements for adult education instructors, preschool teachers, and teacher's aides. Volunteer tutors receive training through LVA. Staff participate in staff development activities sponsored by cooperating partners as well as cross-training activities. In addition, staff attend the LVA national conference, the National Center for Family Literacy conference, What Works Literacy Partners, and Even Start conferences.

Collaborations with Agencies and Businesses in the Community

The Eau Claire Family Education Program works with programs that are operated by a team of collaborating organizations and agencies to ensure that learners' needs are met and that duplication of service is avoided. LVA-CV provides the administrative and organizational direction for the collaboration that is coordinated by the Family Literacy Advisory Committee.

These organizations are as follows:

- Chippewa Valley Technical College (CVTC) provides basic skills instruction for adults and postsecondary education opportunities. Through its Study Skills Center, it refers adults whose assessment results indicate a need for the Family Literacy Program. In addition, part of the salary of the LVA-CV Executive Director and the Development

Coordinator are paid by the college. The career planning services at CVTC provide assistance in school-to-college and college-to-work transitions.

- The United Way of America provides funding for operations in three counties as well as funding for special projects.

- The Eau Claire Area School District provides classrooms, the services of the speech and language clinician, and special education, Head Start, and ESL teachers. Transportation for families is provided by school district buses.

- The L.E. Phillips Memorial Public Library, the site of the LVA-CV central office, provides space for program coordination and record keeping, tutoring, meetings, a computer lab, and tutor training. In addition, the library provides story hour sessions for the Eau Claire Family Education Program participants. The library in Menomonee provides office and meeting space for LVA-CV services in Dunn County.

- The Employment and Economic Resource Unit (the former JOBS program), operated through the Eau Claire County Department of Human Services, refers parents to the Family Literacy Program and provides them with financial support for childcare and transportation. The Employment and Economic Resource Unit in Chippewa County provides office space in Chippewa Falls, as well as referrals and support.

- Western Dairyland is a regional community action agency that assists DHS Employment and Economic Unit participants in meeting the work and job-search requirements mandated by the state.

- The Private Industry Council (PIC) is a county-operated agency that refers students to LVA-CV in Dunn and Chippewa Counties.

- The YMCA has provided a preschool classroom, childcare, swimming lessons, YMCA memberships, and some transportation for families participating in the Family Literacy Program.

- In the city of Eau Claire, collaboration with Head Start occurs through the school district, which hires the preschool teacher for the Lowes Creek Early Learning Center. In Dunn County, Head Start refers students to LVA-CV. The Dunn County School District provides space for evening family literacy classes.

- The University of Wisconsin, Eau Claire and the University of Wisconsin, Stout in Menomonee are involved with the program through America Reads. Volunteer opportunities for university students include working as tutors, childcare assistants, and acting as facilitators for the Reading Is Fundamental program.

- The L.E. Phillips Career Development Center (CDC) is a non-profit organization that provides employment services and opportunities for employment in a sheltered work environment. Workers were observed at CDC as they engaged in packaging, carpentry,

sewing, and making hammocks. Hmong LVA-CV participants were observed sewing clothing and linens.

Program Budget and Funding

The total budget for the LVA-CV is approximately $230,000, while the budget for the family literacy program is $116,000. Personnel, positions, and salaries amount to $268,600; fringes are $64,640; travel expenditures amount to $4,000; equipment amounts to $8,700; supplies are $8,300; contractual services amount to $71,820; and other expenses such as classrooms and office space total approximately $51,000. The primary funding sources are Even Start, state Adult Education Act grants, the Chippewa Valley Technical College, the United Way, YMCA, private donations, and in-kind contributions from local schools. In addition, the YMCA provides childcare and memberships and the local library provides space. Chippewa Valley Technical College provides most of the executive director's salary, as well as supplies such as paper and writing utensils. Funds from the Department of Human Services are used to support the YMCA van, which transports program participants.

Data Collection and Evaluation

The BEST is used for pre- and post-testing with Hmong learners and the TABE or Adult Basic Learning Examination (ABLE) is used to assess English speakers. The program works with an independent evaluator who is a psychologist from Chippewa Valley Technical College. In addition, program staff have used a Learner Satisfaction Survey developed by the What Works Literacy Partners project which indicated that 96% of the respondents were "satisfied" or "very satisfied" with literacy classes. The What Works Literacy Partners project, funded by the Lila Wallace-Reader's Digest Fund, involves 12 programs that are working to document effective practices in adult literacy. The Learner Satisfaction Survey, which was administered by the bilingual teaching assistant, asks learners how much they believed the class helped them to read, write, listen, speak, and do math. In addition, the survey asks whether the class helped learners to feel better about themselves and take more control of their lives.

The pre- and post-test instruments used in the early childhood education component for the Hmong children included the Pre-IPT IDEA Oral Language Proficiency Test and the High Scope Child Observation Record (COR). The Pre-IPT IDEA Oral Language Proficiency Test includes four basic areas of English oral language proficiency: Vocabulary, Comprehension, Syntax, and Verbal Expression. Two categories from the COR: Initiative and Social Relations, were used with the children.

Other data that are collected by the program include participants' demographic characteristics, attendance information, employment status, and amount of public assistance received. Services also are assessed based on participants' reactions and individual progress. For example, learners are asked to evaluate the class both through a survey they complete and through a focus group. Recently, the Literacy Pro software was purchased in order to simplify and standardize the program's evaluation and reporting efforts.

Advancing Learners to the Next Stage

Achievements. At the target site, 16 learners in the morning program were in the W-2 program at the outset of the 1997-98 program year. Over the course of the program year, six of these individuals found full-time employment, three found part-time employment, two went on Social Security Insurance, two remained in the program but did not work, two moved out of the program area, and one left the program due to childcare conflicts. In addition, three students who were not W-2 mandated but were working full-time continued to come to class on a regular basis. Of the 15 learners in the night classes for whom data were available, 11 were working full-time, one was working part-time, and two stayed at home to care for family members.

Pre- and post-test scores on the BEST were available for 27 Hmong learners who were participants at the target site during the 1997-98 program year. Eleven of these learners increased one level, seven increased three levels, six increased two levels, one increased four levels, one stayed at the same level, and one decreased one level.

Next Steps. Support services are provided to learners who are working. These include childcare and transportation from the Employment and Economic Resource Unit (the former JOBS program), which is operated through the Eau Claire County Department of Human Services. Additional support and transition services are provided by the Hmong Mutual Assistance Association. Also, several employers in the Eau Claire area have made adaptations in order to accommodate employees who are participants in the family literacy program. For example, a local pizza maker, Pizza Factory, has developed a 12-hour work day (four days per week) that meets the needs of some of the learners and their classwork. Several learners work in a mattress factory that hires people who need special assistance, such as help with childcare or transitional services. In addition, the owner of Northern Designs, the local lampshade factory, also has hired a number of learners and is very supportive of their participation in family literacy classes.

Rochester City School District: Family Literacy Program
Rochester, New York

Structure and Administration

Program Organizational Structure. Family literacy has been a part of the Rochester City School District (RCSD) since 1990. In September 1991, with support from the National Center for Family Literacy's and the Toyota Motor Corporation's Toyota Families for Learning program, the district expanded its program and additional family literacy classes were implemented in three elementary schools and two adult learning centers. Three Family Learning Centers operate in Rochester and provide occupational training, computer technology, job readiness training, and opportunities for work experience. At the elementary school sites, parents participate in volunteer activities, such as assisting in classrooms, helping out in the library, or serving as parent leaders in the school community. Family literacy has become an important part of the school culture at these sites and has been instrumental in the development of special projects and initiatives in the schools.

Within the Rochester City School District, the Workforce Preparation Department is responsible for administering all adult education and family literacy programs. The district's Business Services Division, as well as the Accounting and Finance Department provide fiscal support services to the family literacy program.

Program Location. Rochester, located in Monroe County, is the largest city in the Finger Lakes Region. The unemployment rate for the city was 6.5% in 1997. The Rochester City School District, the third largest district in New York, records that 81% of its students qualify for free or reduced lunches. At the end of 1997, 13,759 Temporary Assistance for Needy Families (TANF) cases were active in Monroe County.

Family literacy program sites are located in three elementary schools and three large community centers: The Family Learning Center, West Side Adult Learning Center, and the Jefferson Avenue Family Learning Center. The West Side Adult Learning Center primarily serves refugees, and the adult education component therefore consists of ESL classes. The target site for this case study, the Rochester City School #8, is an elementary school in which all the family literacy components are provided. The administrative offices for adult education and family literacy programs are located in a building in downtown Rochester.

Family Literacy Program Operations

Overview. New York's TANF program, called Family Assistance, maintains the former AFDC benefit schedule, but ends special eligibility for two-parent families, increases counted income and resource limits to include those of the food stamp program, and liberalizes the treatment of earned income. Under Family Assistance, social service districts are directed to establish public assistance employment programs and are required to guarantee childcare for participants in work

activities. New York's law permits districts to design their work programs, but they are required to meet federal minimum standards for participation in specified work activities. It gives "employee" status under state labor laws to TANF recipients placed in subsidized jobs and in workfare programs, and requires that for each hour of participation, workfare participants receive combined cash and food stamp benefits at least equal to the federal minimum wage rate. New state laws mandate that recipients of government aid find employment within 18 months of the onset of the receipt of aid.

Program Structure. Following the onset of welfare reform, the program coordinator and another staff member from the district's Workforce Preparation Department met with representatives from the New York Department of Social Services to discuss the operation of the family literacy program under welfare reform. The largest change that was made in the schedule for the family literacy program at School #8 is that learners now spend two hours per day engaged in work activities. Formerly, that time was spent in instruction. To meet the requirements of welfare reform, the family literacy staff determined that 15 hours of weekly instruction would be provided to adults, including 10 hours of GED preparation, and five hours of work readiness training. PACT time was able to continue for five hours per week because it was permitted to count as community service.

Adult Education. Each weekday, adults and their children attend the family literacy program from 9:00 a.m. to 3:00 p.m. From 9:05 a.m. until 10:25 a.m., the adults are engaged in independent study that may involve working in small groups or independently. Next, the instructor presents a lesson to the entire group that lasts approximately 45 or 50 minutes, followed by PACT. After PACT, the parents and children eat lunch together at 12:10 p.m. At 12:40 p.m., the children return to their classroom, and at 1:00 p.m. the adults return to their classroom. Between 1:00 p.m. and 2:00 p.m., the adults are taught job preparation skills as a group. They are given a break between 2:00 p.m. and 2:10 p.m., and they then engage in independent study until 3:00 p.m.

The adult education component includes a combination of small group, whole group, and individualized instruction. For the individualized study segment, adults may use computers to work with Plato software on job and life skills. Other computers are used for word processing and writing activities. The software tracks learners individually as they work on job skills, life skills, applied learning activities, or GED preparation. This year, the "Read to Work" series published by Cambridge Adult Education was purchased. Both the adult education and early childhood education instructors use these materials to plan lessons. Also used in instruction for adults are the Current Events series by the Weekly Reader Corporation and Time magazine's Time to Read Five Step Reading Process and Tutoring Guide. For the children, Our Community of Workers: A Handbook for Students Pre-K to Grade 8 and its corresponding coloring book are used.

As part of the new focus on career issues, adult education participants have visited workplaces and participated in work-related field trips. Learners also have attended three job fairs and visited McAlpin Industries and learned about the tool and dye industry. Two learners were interested in pursuing training opportunities in this industry, but their math skills were not considered strong enough. Parents and their children have participated in field trips. After

returning from these events, they developed language experience stories that recorded their words and their reflections on the experiences. At the end of the year, these stories were compiled into a book and copies were made so that each family had a recorded memory.

Through the Work Experience Program (WEP), parents also have had the opportunity to volunteer in the school, either in classrooms, offices, the library, or the cafeteria. By doing this, parents provide community service to the school and in turn gain hands-on experience with job skills related to the areas in which they volunteer. They also have used the volunteer work as work experience on their resumes.

Additional Services. In response to welfare reform, the family literacy program developed job readiness training and a Certificate of Employability process. Services are offered to families on a case by case basis, and welfare-to-work services are customized to families' specific interests.

Job Readiness Training. Job readiness training, which is offered after regular class hours, includes opportunities for learners to participate in training, job shadowing, internships, and on-the-job training (OJT). An example of training is an eight-week paraprofessional course for childcare careers that is offered from 3:00 p.m. to 5:00 p.m. on weekdays. Training also is offered in nursing assistance, food service, and office practice. The nursing assistant and child development assistant program can lead to New York State and national certification. Contracts are drawn up between the program and local social services agencies for learners to participate in OJT and learners continue to receive partial benefits.

Certificate of Employability Process. The Rochester City School District and the Rochester Business-Education Alliance have worked together to design a Certificate of Employability process to help adult students develop the skills that will prepare them for employment. During the last program year, three learners participated in this process, which is based on a Certificate of Employability program for high school students that began in 1996. Both programs were designed to document that a learner has met certain academic and workplace standards. Students who are in GED preparation classes or the External Diploma Program (EDP) are eligible for the adult education Certificate of Employability program. The minimum standards that learners must meet in order to earn a Certificate of Employability are an 85% attendance rate and achievement of the competencies established by the Secretary's Commission on Acquiring Necessary (SCAN) competencies. Examples of the competency areas are work ethic-attitudes, self-management, problem-solving, decision-making, and teamwork. As part of the family literacy program, learners collect samples of their work and achievements and include them in a portfolio. The work ethic-attitudes category allows learners to demonstrate their accomplishments in the areas employers classify as "soft skills," but that are considered to be critical to successful work performance. Portfolios are reviewed by a committee of school and business representatives who determine if the learner meets all the requirements of the program.

Early Childhood. During the Spring 1998 semester, there were 20 children enrolled in the early childhood component at the target site, with daily attendance ranging from 10 to 18 children. Just before 9:00 a.m., the early childhood instructor picks the children up from their parents' classrooms. From 9:00 a.m. until 9:30 a.m., the early childhood instructor engages the children in group activities that comprise circle time, followed by independent play for approximately an

hour. Circle time activities might include singing a song and discussing what the plans are for that day. For the independent play segment, the children are given a choice about the activity they want to undertake, such as working at the sand or water tables, painting at the easels, or working on the computers. Next, the children are divided into two groups according to age. The three and four-year-olds are taught by one instructor and the five-year-olds are taught by another assistant. As an example of what the children might be taught in these groups, the instructor explained that they may learn to distinguish between different shapes and colors or they might be taught about the four seasons. Recently, however, the content of the lesson has changed to reflect career- and job-related issues. Planned topics include careers related to transportation, agriculture, farming, astronomy, and nutrition. Following the time spent in small groups, the children are given a snack. They are responsible for washing their hands and setting the table, and are sometimes allowed to serve themselves. At 11:05 a.m., circle time is resumed and the group might sing a song or play a game. The children's parents join them at approximately 11:20 a.m. for PACT. Lunch is next, followed by the children's nap from approximately 12:45 p.m. until 2:15 p.m. From 2:15 p.m. until 3:00 p.m., circle time is resumed.

Due to welfare reform and the corresponding focus on workplace issues, program staff have purchased children's books pertaining to careers, including a community helper photo book series, as well as a variety of work-related uniforms or costumes. The early childhood program has discussed careers pertaining to transportation, which has entailed purchasing a train set, discussing the responsibilities of auto mechanics, and hosting a visit from the driver of an 18-wheeler truck. The instructors are planning to take the children to an airport, a store, and a television station. Another plan is to establish a career center in the children's classroom that contains materials that the children can take home. Each of these changes reflects the high degree to which the children's curriculum is being coordinated with that of their parents. This coordination is facilitated by discussions between the adult education instructor and early childhood instructor about what they are doing in their respective classrooms.

Parent Time. Parent time, which combines the goals of parent support and education, provides an opportunity for parents to discuss issues of relevance to them. During the past year, issues related to finding jobs and balancing work and childrearing were frequent topics. Prior to welfare reform, the adult education instructor facilitated parent time using topics and articles from magazines, newspapers, and experiences from the early childhood classroom. Parent time is intended to create an atmosphere among participants that encourages peer support. The use of conflict resolution skills in order to solve everyday problems is promoted.

Parent and Child Together. From 11:20 a.m. to 12:10 p.m., parents and children participate in PACT time. During this time, parents may read or play games with their children. PACT time activities, designed to promote parents' involvement in their children's learning, may be a continuation of what the children were taught in their small groups. The children's computer programs, Kids Picks and McGee, are sometimes used by parents and children during PACT time. Activities that apply to the world of work, such as simulating assembly line activities, have been incorporated. Recent purchases for use during PACT time is a coloring book about workers and a career lotto game that involves matching different careers with the relevant tools.

Recruitment, Enrollment, and Retention

Program Participants. At the target site, 20 learners participated during 1997 - 1998, including 19 women and one man. Twenty-one children ranging in age from three to five years also participated.

Recruitment and Retention. Learners are recruited for the program through the use of flyers, home visits, and phone calls. Referrals to the program are provided by the Monroe County Department of Social Services, other adult education centers, and by "word of mouth." In addition, program information is posted in the RCSD's Workforce Preparation Department course brochure that is mailed to all city residents twice per year. Major obstacles to increasing retention of participants include drug and alcohol dependence.

Staff Roles and Responsibilities. At the Family Learning Center, the family literacy staff include two adult education teachers, three early childhood teachers, three teaching assistants, two administrative staff, and seven volunteers. At the Westside Adult Learning Center, the family literacy staff include one adult education teacher, two early childhood teachers, one teaching assistant, one administrator, and three volunteers. The Jefferson Avenue Family Learning Center includes one adult education teacher, one early childhood teacher, one administrator, and one volunteer. At the target site, Rochester City School #8, family literacy staff include one adult education teacher, one early childhood teacher, one teaching assistant, and one AmeriCorps volunteer. At both Rochester City School #14 and Rochester City School #36, staff include one adult education teacher, one early childhood teacher, one teaching assistant, and one volunteer.

At Rochester City School #8, programmatic decisions are made by the district's family literacy coordinator who oversees the program and works with site-based staff to develop and modify the program to meet the needs of learners under welfare reform. Fiscal decisions are the responsibility of the RCSD's Department of Workforce Preparation central office staff, as dictated by funding sources, grant expectations, and program needs. Family literacy instructors request materials, supplies, and field trip funds, and requests are usually met providing that the funds are available.

At the target site, one instructor was responsible for teaching the adult component, while an instructor and an assistant were responsible for teaching the early childhood component. The adult education instructor recently completed a Master's degree in reading and has taught adult education for seven years. The early childhood education instructor has a Master's degree in early childhood education and has been teaching young children for over ten years. The paraprofessional teacher's assistant has been part of the family literacy team for seven years.

Staff Development and Training. Staff members attend the NCFL's annual conferences. They also have plans to attend the New York State Adult and Continuing Community Education Conference and the New York State Association for the Education of Young Children in 1999. At the target site, the adult education instructor received training from NCFL. At that site, meetings are held monthly between the family literacy coordinator and adult education instructor.

The family literacy team meets quarterly or as needed to discuss concerns related to program initiatives. The city-wide family literacy staff meets at least once per year.

Collaborations with Agencies and Businesses in the Community

As described above, the Rochester School District and the Rochester Business-Education Alliance have worked together to design a Certificate of Employability program. This partnership is supported by a federal School-to-Work grant that began in 1996. Another collaborator is the New York Department of Social Services (DSS). The administrator of DSS currently chairs an advisory council on Adult Education and Occupational Education at the state level and has therefore been closely connected to Rochester City Schools during welfare reform. Program participants are referred to community agencies, including Junior Achievement and Thresholds, a program for youth that provides health care services. In addition, they are referred to job training programs such as BEST, which was established by the City of Rochester to provide job readiness training and job placement, or the Equal Opportunity Center that provides training in nursing. Additional vocational training is provided by the Hart Street Center, and the services of counselors (in the elementary schools that house programs) may be offered to learners. Other collaborating agencies include Rochester City School District Support Services and Diagnostic Outreach Team, the Rochester Association for the Education of Young Children, and the Rochester Museum and Science Center.

Program Budget and Funding

The majority of the funding for the program is provided by the New York State Department of Education. The New York Employment Preparation Education (EPE) funds adult education. A voucher is submitted to the state and funds are reimbursed according to monthly attendance. Additional funding comes from the Rochester City School District local budget, Rochester Teachers' Association, NCFL's Toyota partnership, and Title I. Other sources of funding include the Department of Social Services day care funds, Carl D. Perkins Vocational Applied Technology Education Act, and Education for Gainful Employment (EDGE) funds. At the target site, the salary and benefits for the adult education instructor ($40,505) are paid with EPE funds, while the salaries and benefits for the early childhood instructor ($43,723) and her assistant ($10,353) are paid with DSS day care funds.

Data Collection and Evaluation

The TABE, CASAS, and NYSPLACE are given as pre- and post-tests. In addition, GED tests and practice tests are administered. Demographic data and other information required by the New York State Department of Education are collected on adult program participants. Data that are collected on the children include the Child Observation Record and Preschool Portfolio. All children are given an identification number that is documented in the Rochester City School District Management Information System so that they can be tracked throughout the school year.

Adult information is tracked through the DSS and records are kept by the family literacy program.

Advancing Learners to the Next Step

Achievements. Of the learners who participated at the target site during 1997 - 1998, three have passed the GED exam and four are scheduled to take it. In addition, all learners demonstrated learning gains, six found employment of some kind, and one is scheduled to participate in additional job training.

Next Steps. After learners leave the program, they may be followed in number of ways. For example, they may simply stay in touch with staff members or other learners. They also are tracked through a data system if they return to take continuing education courses, or they may be given a follow-up phone survey to assess their needs and accomplishments.

Transition services are being developed as part of a post-employment initiative that will include job coaches, targeted training, support groups, computer-assisted training, and flexible scheduling to meet the needs of working individuals who are still in need of training and support. In addition, the family literacy classroom serves as an informal resource for former learners who return to upgrade their resumes, practice computer skills, or seek advice from the adult education instructor.